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Columbia Government Center

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COLUMBIA GOVERNMENT CENTER

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TERMINAL PROJECT

A terminal project submitted to the Faculty of the
College of Architecture, Clemson University in
partial fulfillment of the requirements
for the degree of

Master of Architecture

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[redacted]

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Major Advisor

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INTRODUCTION

5. The construction of a new municipal courthouse.[1]

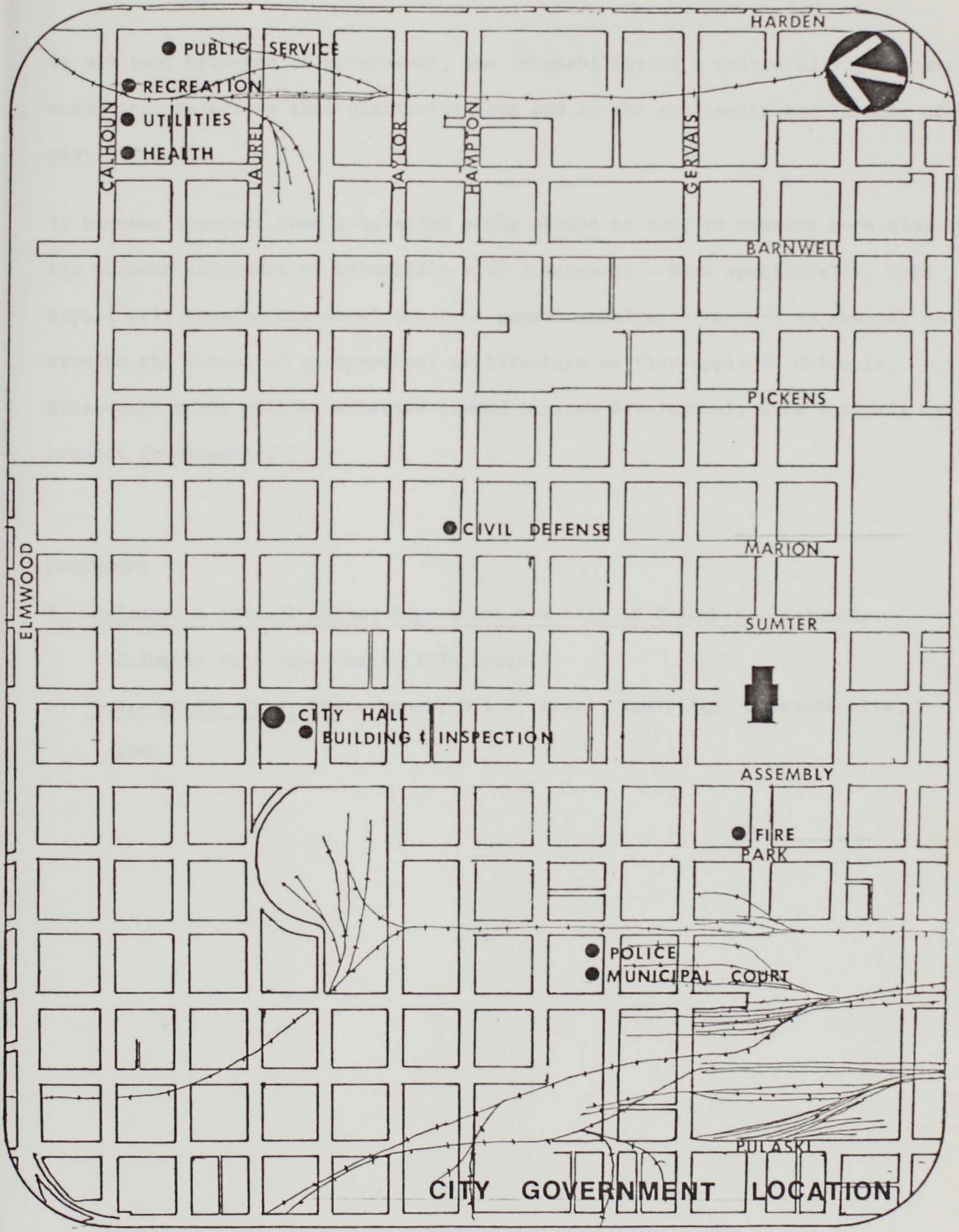
Thus, for the most part, the Columbia city government has provided for the needs of its citizens by maintaining and upgrading the quality of life and property. However, an investigation of the facilities which house those departments that operate the city was made, and the results of that investigation will be discussed below.

The Columbia City Hall was constructed in 1874 by the federal architect, Albert Mullett. Originally, the building was designed as the federal courthouse and post office, but, in the 1930's the City of Columbia purchased it, and moved its government there from its original site now occupied by the Wade Hampton Hotel, adjacent to the State Capitol Building. Since then, the city government has remained there growing not only in physical size, but also in its organizational structure in an effort to add sophistication and refinement to its operations, to provide better service, quicker, and more economically to the citizens of Columbia.

CITY HALL

In this respect, however, the Columbia city government has outgrown its present building, and subsequently, has had to relocate various departments into structures which could more readily accomodate their ever increasing need for physical space. More specifically, the departments of building and inspection, and health, as well as the zoning commission, have, in recent years, been relocated. Also, the civil defense and planning departments are similarly enjoying added square footage in other locations. It is interesting to note, that those departments which were relocated, were not housed in the same structure, but were sprinkled randomly throughout the area, as can be seen from the map on page 5.

This separation of the various departments, while relieving necessary space demands, has hampered the functions of the city government in several respects. First, intra-governmental communication has become less efficient since face-to-face communication now requires trips of varying distances which, not only slows down communication, but also consumes time in which employees could utilize for more necessary functions. This inefficiency can also be realized in wasted tax dollars. Secondly, this separation of departments impedes public accessibility, and thereby inconveniencing the taxpayer, as well as adding more traffic to the city's streets. The divided government does not create the feeling of strength and unity in the public image as it should. This idea can be applied to Lynch's philosophy of imageability in that an integrated (imageable) relationship among structures gives one an important sense of emotional security as well as an organizer of activity.[2] In regards to city hall structures, imageability is most important. An imageable structure is important for public identity, because their familiarity with it induces a feeling of security. They see it, feel a part of it, and know it is working. Since Columbia was founded for and remains today a city of government, housing functioning bodies



CITY GOVERNMENT LOCATION

in all four branches of government, the imageability of a united city government would thus reinforce this distinction and add to the continuity and harmony of city life.

It becomes apparent that a detailed study should be made to examine more closely the present structure of Columbia's city government. More specifically, this report will examine the development of governmental architecture in general and examine the issues of governmental architecture as they apply to Columbia. Subsequent study will be directed toward program development, site analysis and project development.

FOOTNOTES

1. Calendar & 1972-73 Annual Report for the City of Columbia. Columbia: Columbia Fire Department, 1974, page 1.

2. Image of the City, Kevin Lynch, M.I.T. Press, Cambridge, Massachusetts, 1960.

GENERAL

DEVELOPMENT OF GOVERNMENT ARCHITECTURE

For many years, the "style" of governmental architecture had been largely influenced by those structures of similar function in ancient Greece and Rome. One need only visit any city in the United States, founded in the eighteenth and nineteenth centuries, to find examples of classical revival architecture, housing (or at one time housed) some functioning body of government. However, the growing complexities of government process has brought to an end the elegant dignity of the classical revival temple; it simply could not accomodate the ever increasing functions of government. The development of new philosophies and movements in the architectural profession is certainly another reason for the abandonment of the more classical/traditional overtones of governmental architecture. In this same respect, the influences of industrial advances and general economics have also aided in the abandonment of the classical style. But, whatever the reasons for the changing style in governmental architecture are, the importance of this change is not in the change itself; the importance is that the change must retain the symbolic quality of the former structures. Edmond Bacon in his Design of Cities, states "each generation must rework the definitions of the old symbols which it inherits from the generation before; it must reformulate the old concepts in terms of its own age." Thus, the modern movement was assigned the task of interpreting the symbolism of the past style into its own. At first, there were many unsuccessful attempts. Some believe that the early failures were caused by the rise of power in business and industry, which influenced the modern movement by developing a strong vernacular more quickly. Because of the more advanced stages in which architecture had progressed in the business and industrial areas, many governmental structures have

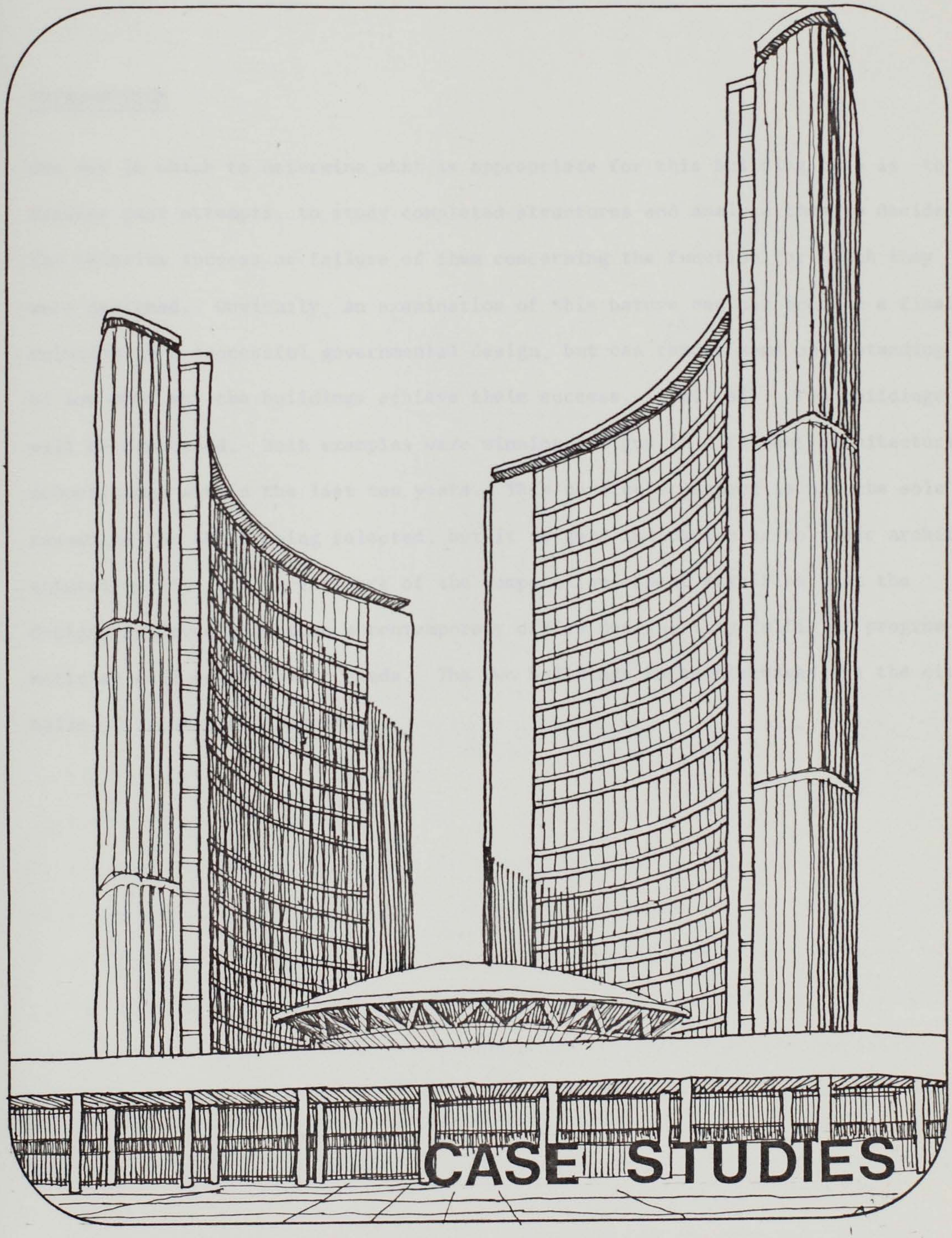
the unmistakeable imprint of commercial style. Another view suggests that the weakness of design in regard to the contemporary evolution of governmental architecture in some projects is due to the highly suspicious or apathetic views of the general public toward their own government. "People view politicians as spendthrifts, at best, and crooks, at worst, and therefore deserve to be housed in a sort of modified penitentiary."[1] This reasoning serves to explain the reluctancy of the public to spend their taxes on a more comprehensive, and therefore, more expensive solution. In this same respect, politicians and bureaucrats seemingly lack the courage and foresight to commission government buildings of vision and quality. They tend to settle for buildings of ordinary, cheap construction and quality, lacking the visual impact that those of the past, in their own vernacular, contained.

A final criticism of contemporary government complexes is that the size of the great office pile of governmental bureaucracy has replaced the council chamber as the dominant element. Albert Mayer, in a statement entitled, "The Architecture of People's Government", explains that there is a need to "find the real substantive organic weighings and positionings, to reflect that it's the People and their representatives who are (or are not) supreme." For example, the central element of the United Nations is the massive secretariat, with the more symbolic chamber placed thoughtlessly to one side. In summary, Mayer states that "the space/volume impact of the juxtaposed masses need to be more emphasized - we need to be confronted with a clear and challenging and satisfying statement of inner meaning."[2]

The development of governmental architecture in its more contemporary vernacular is not as hopeless as one may deduce from the above discussion. In recent years much needed study by both architects and governmental bodies (whether they be

federal, state or municipal), has been directed toward a revitalized government facility design program. For example, in the "Principals of Federal Architecture" published in 1962, were developed design criteria and guidelines for federal architecture, calling for environmental protection attitudes. Subsequent studies, by the National Endowment for the Arts', have further strengthened and enriched federal policy concerning architecture, calling for "the requirement for the filing of environmental impact statements for federal building projects,...directing federal agencies to consider a wide range of environmental and social factors in the planning of projects including accessibility to transportation and the availibility of housing."[3] This policy indicates that the government should go a step beyond environmental protection to environmental improvement. This philosophy stimulates a greater commitment to architectural quality, including the physical linkages of architecture to the surrounding community and the details of design that affect the buildings user. These studies also emphasize that governmental agencies should give more attention to the purposes of government buildings so the design profession can respond to well-defined building goals.

The development of these design philosophies are not restricted to federal architecture, for the essence of these policies have been or are being adopted by other governmental areas as well. These local and state governmental programs have been stimulated by various funding by the federal government in the form of urban renewal, city beautification, and other urban development programs. It is important to note that these programs are not only reestablishing the dignity of governmental design, but also are signifying strength and permanence in the overall urban picture which is important in this time of faltering urban centers. Thus, with this general overview of governmental development, a closer examination of governmental building types is, at this time, appropriate. This examination will be in the form of case studies.

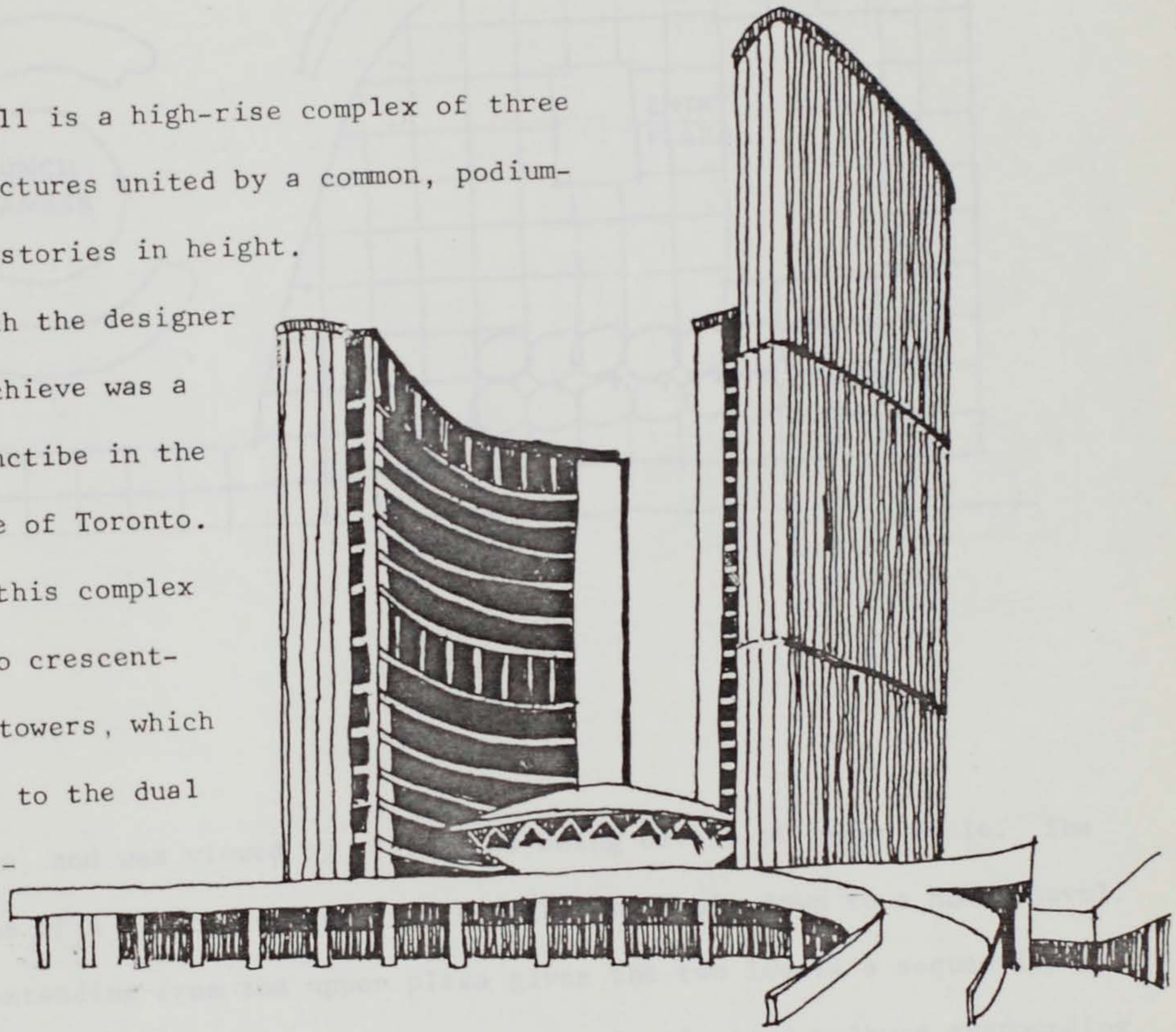


CASE STUDIES

INTRODUCTION

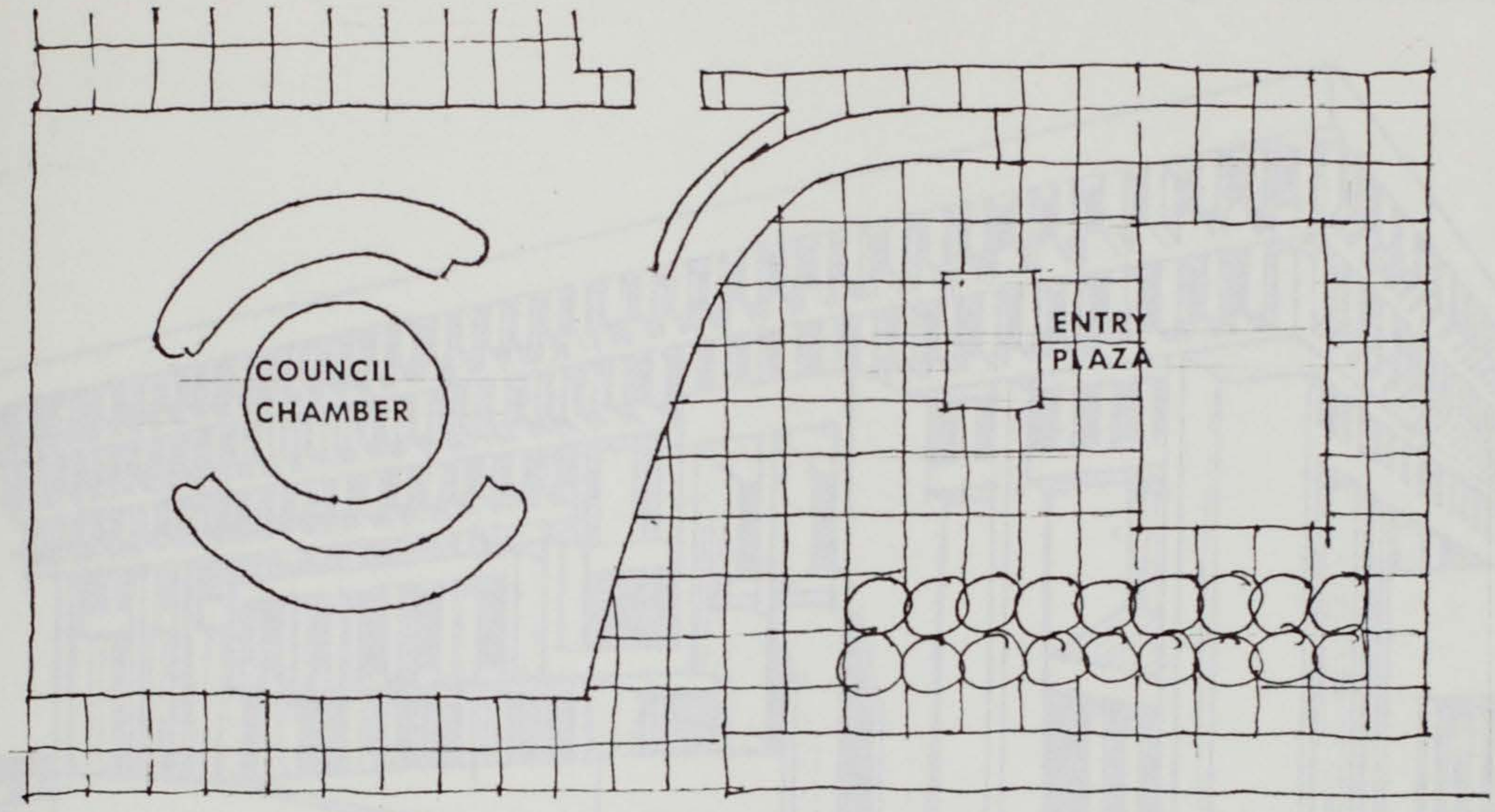
One way in which to determine what is appropriate for this building type is to examine past attempts, to study completed structures and analyze them to decide the relative success or failure of them concerning the function for which they were designed. Obviously, an examination of this nature can not produce a final solution to a successful governmental design, but can render some understanding of how and why the buildings achieve their success, if at all. Two buildings will be discussed. Both examples were winning designs in different architectural competitions within the last ten years. This particular aspect is not the sole reasoning for their being selected, but it is good indication as to their architectural merit. The very nature of the competition aspect signifies that the designs achieved more than a contemporary office design; they fulfilled programmatic as well as aesthetic needs. The two buildings to be discussed are the city halls of Toronto and Boston.

CASE STUDIES



Toronto City Hall is a high-rise complex of three individual structures united by a common, podium-like base, two stories in height. The effect which the designer attempted to achieve was a building distinctibe in the overall skyline of Toronto. The design of this complex consists of two crescent-shaped office towers, which relate closely to the dual system of government in Toronto, consisting of both the City of Toronto and the Municipality of Metropolitan Toronto.[4] These two forms enclose the unifying element, the council chamber. The architect, Vilijo Revell, called his plan "an eye" with the council chamber as the pupil "protectively enfolded by the crescent-shaped towers." The effect is one very strong statement and it clearly and dramatically expresses the major functions of city government. However, the complex itself is inverted; it has no openness towards the city.

Originally, the large civic square, a forecourt to the complex, was barren, for

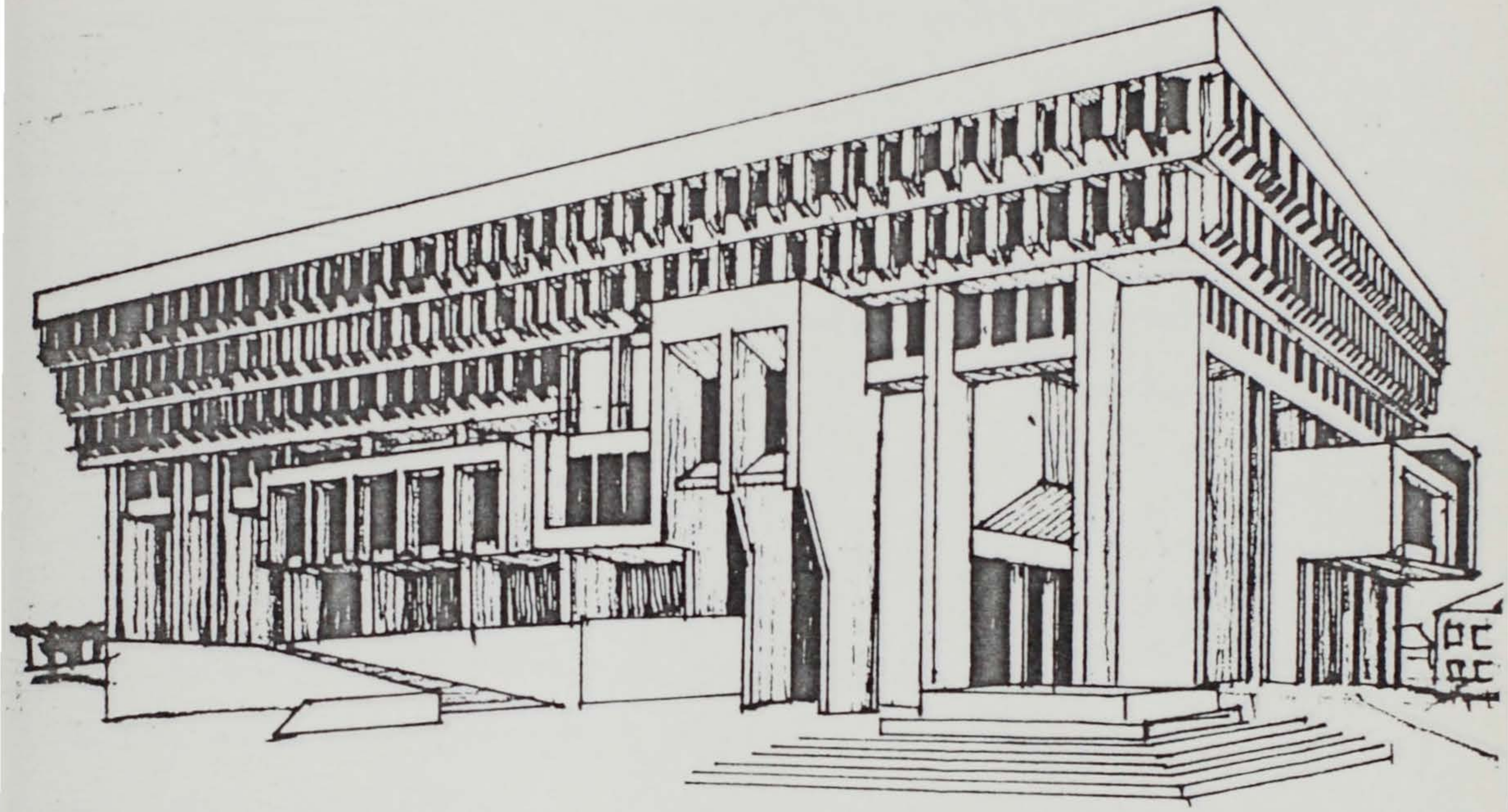


PLAN

its large-scale, and was viewed by critics as being devoid of human scale. The later additions of a treed, resting area brought the scale down to a human level. A large ramp extending from the upper plaza gives the two levels a sequential relationship, which ends at the council chamber. An elevated walkway surrounding the square on three of its four sides, presents itself as a barrier to the visitor; it is indeed an unfortunate afterthought. In brief, the Toronto City Hall definitely fills the requirement as to its appropriateness as a city hall, but the dramatic processional effect of the square could have been given stronger emphasis.

Unlike Toronto's city hall complex of four buildings united into a single architectural statement, the Boston City Hall is contained in a single structure. The basic scale, volume, and location/orientation were predetermined factors conceived originally in I. M. Pei's Master Plan of Boston. However, this influence did not

alterably affect the building design; it merely set the stage. The building is



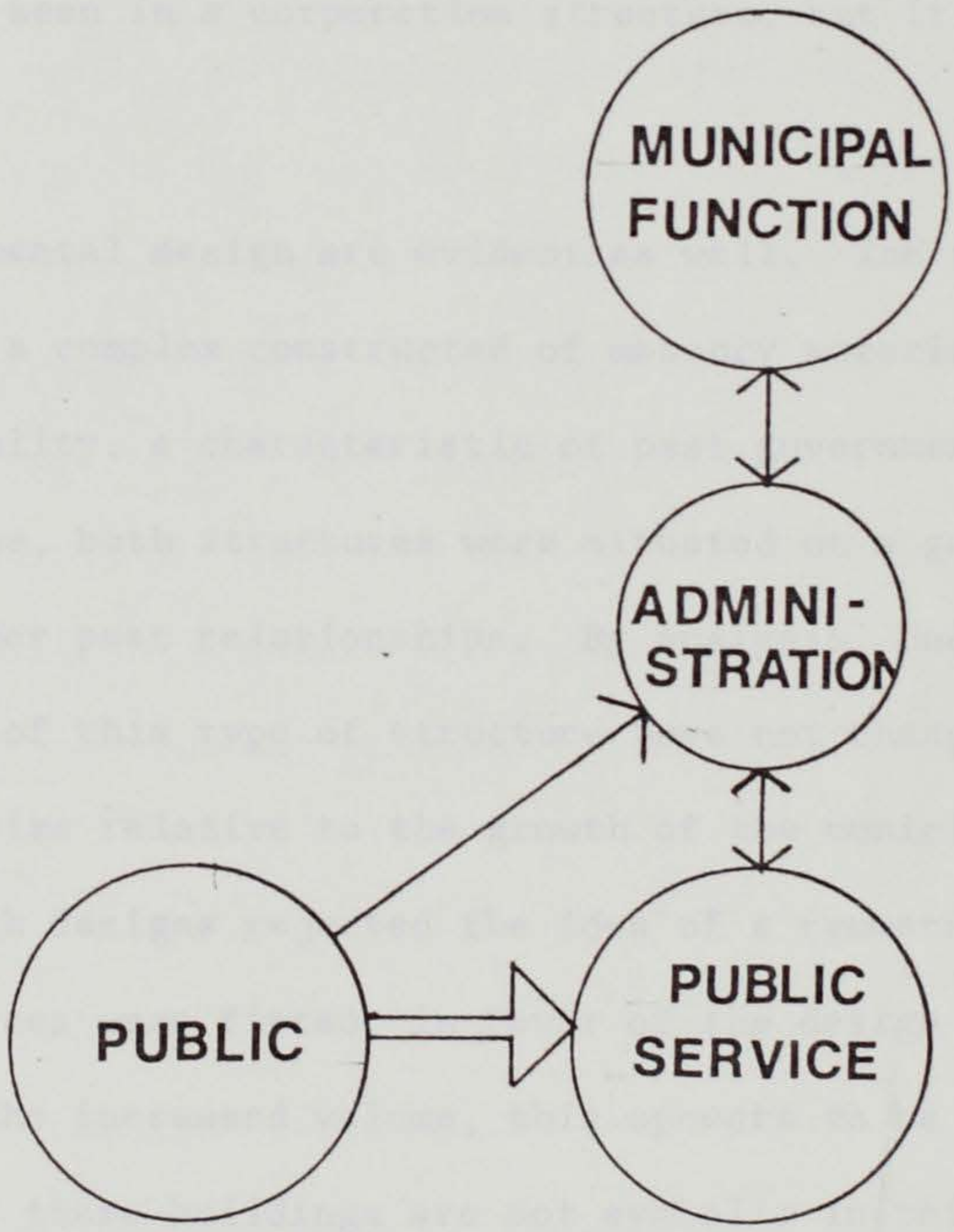
BOSTON CITY HALL

impressive; a strong, stern statement devoid of frilly detail, the building appears contemptous of agreeable and acceptable aesthetic effect. The building's monumentality comes directly from the materials of which it is composed. The red brick paving of the Government Square leads one into the distinct entrances, and actually becomes the lower levels of the building itself. The ceremonial procession of spaces to the council chamber is excellent, though because of its massiveness, some feel the multi-level sequence of spaces too cold and unfriendly. But, at least everyone seems to become aware of the spaces enough to develop some sort of feeling. This is certainly not just another government "plant". The articulation of spaces and overall circulation was more successful in this building than Toronto's, and it certainly is more open to its surroundings. One can clearly see the offices of the mayor and councilmen gazing down respectfully on Faneuil Hall, Boston's former city hall. But, the issues concerning each

building's individual pluses is secondary, for the purposes of this report, at least; the primary issue is why are both of these successful as government buildings.

There are several aspects of each design of the two buildings which have been handled similarly (at least in concept), not by coincidence but, more likely, by agreement on key issues. Both designs concerned themselves greatly on the issue of public accessibility. The articulation of spaces, mentioned previously, has a purpose other than mere architectural delight; it serves to inform the visitor where he is to go because the various governmental functions are clearly identifiable.

Another aspect of this same issue is apparent in the structures' basic composition. A subtle order becomes apparent, an order not fabricated by some bureaucratic policy-maker, but born out of more practical reasons. This order, in a hierarchical sense, breaks both buildings down into three distinct areas or levels.



The lowest levels of each complex contain the spaces which the public most often visits. Because of the large amount of people who visit these centers (Boston has approximately 5,000 a day), the placement of these visited areas on the lowest levels is important from the standpoint of lack of congestion in circul-

ation to savings in costs of unnecessary elevator banks. The next level is the terminating point of public traffic. On this level are housed offices of the mayor and councilmen as well as the symbolic council chamber. Both designs have made strong statements concerning the processional movement into these areas demanding respect from the visitor. The final level contains those areas seldom, if ever, trafficked by the public. These areas contain the bulk of the municipal manpower, the large number of anonymous people who execute or direct the everyday functions of urban life. This order does not place the highest, most prestigeous offices at the top, as seen in a corporation structure, but it places them in order of need.

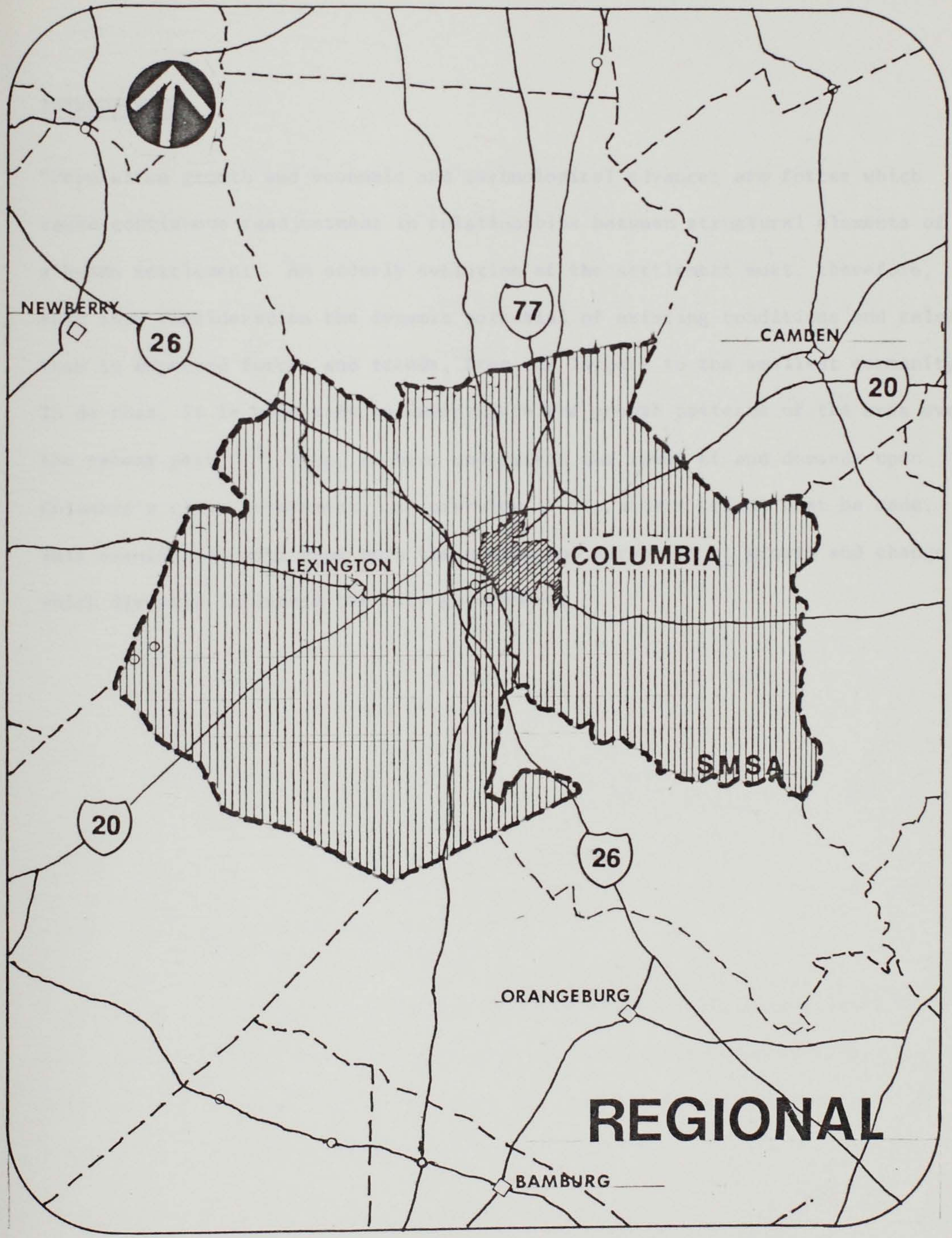
Other relationships of past governmental design are evident as well. The total composition in both cases presents a complex constructed of masonry materials, signifying permanance and monumentality, a characteristic of past governmental architecture. Along the same lines, both structures were situated on a generous plaza showing with dignity, other past relationships. By analysis, one can deduct that the overall functions of this type of structure have not changed in character, but have only grown in size relative to the growth of the municipality it governs. As is evident, both designs rejected the idea of a symmetrical shell into which the requisite spaces were fitted, in favor of the design of enclosures of space.[5] Other than the increased volume, this appears to be one contradiction of past philosophies; these buildings are not symbolic in this classical sense. Yet, it is because these complexes have grown to such proportions that this asymmetricality has evolved, otherwide, the symbolic importance of the council chamber, the most important government function, would be lost in the overwhelming bureaucracy of present city government.

There are probably many more aspects of governmental design and philosophy in

these two buildings, but those aspects discussed above constitute the most significant. One might say, however, that those aspects discussed above concern themselves with buildings already functioning. What about the future? Obviously, this is a much more difficult question to answer. City governments, around the country are struggling to keep their cities alive, and in this rather questionable period many have offered different solutions as to how the government can best run itself. No one can really say for certain that government operations will emerge from this crisis with a new structure, though many believe it will not. Government changes daily, creating new departments and dissolving old ones, but the basic principles in present government structure, as in the past, are not likely to change in the future. It will only change in size, and that draws the need for a flexible system, one that can grow. Thus, the symbolic references of past governmental architecture will still be important. A city hall, like any government center, must have the dignity it respects; it must stand above the level of "just another office building". It has to equal the strength of the power it houses, and it must convey symbolicallystrength to its people. It is for this that the architect, and future architect, must strive.

FOOTNOTES

1. "What is government character?" Architectural Forum, January 1959, p. 78.
2. "Architecture with Inner Meaning" Albert Mayer, Architectural Forum, November 1971, p. 62.
3. "A New Set of Proposals for Improving the Quality of Federal Architecture" AIA Journal, May 1974, p. 5.
4. "Toronto City Hall" Architectural Record, November, 1965, p. 117.
5. "Boston's City Hall" Interior, April 1969, p. 117.


NEWBERRY
26
77
CAMDEN
20
LEXINGTON
COLUMBIA
SMSA
20
26
ORANGEBURG
REGIONAL
BAMBURG

INTRODUCTION

"Population growth and economic and technological advances are forces which cause continuous readjustment in relationships between structural elements of a human settlement. An orderly evolution of the settlement must therefore, take into consideration the dynamic potential of existing conditions and relate them to expected forces and trends, from the largest to the smallest community. To do this, it is necessary to investigate the growth patterns of the area over the recent past." [1] Thus, to best understand the needs of and demands upon Columbia's city government, an overview of the area's trends must be made. This examination will show both the nature and direction of growth and change which directly influence the city government.

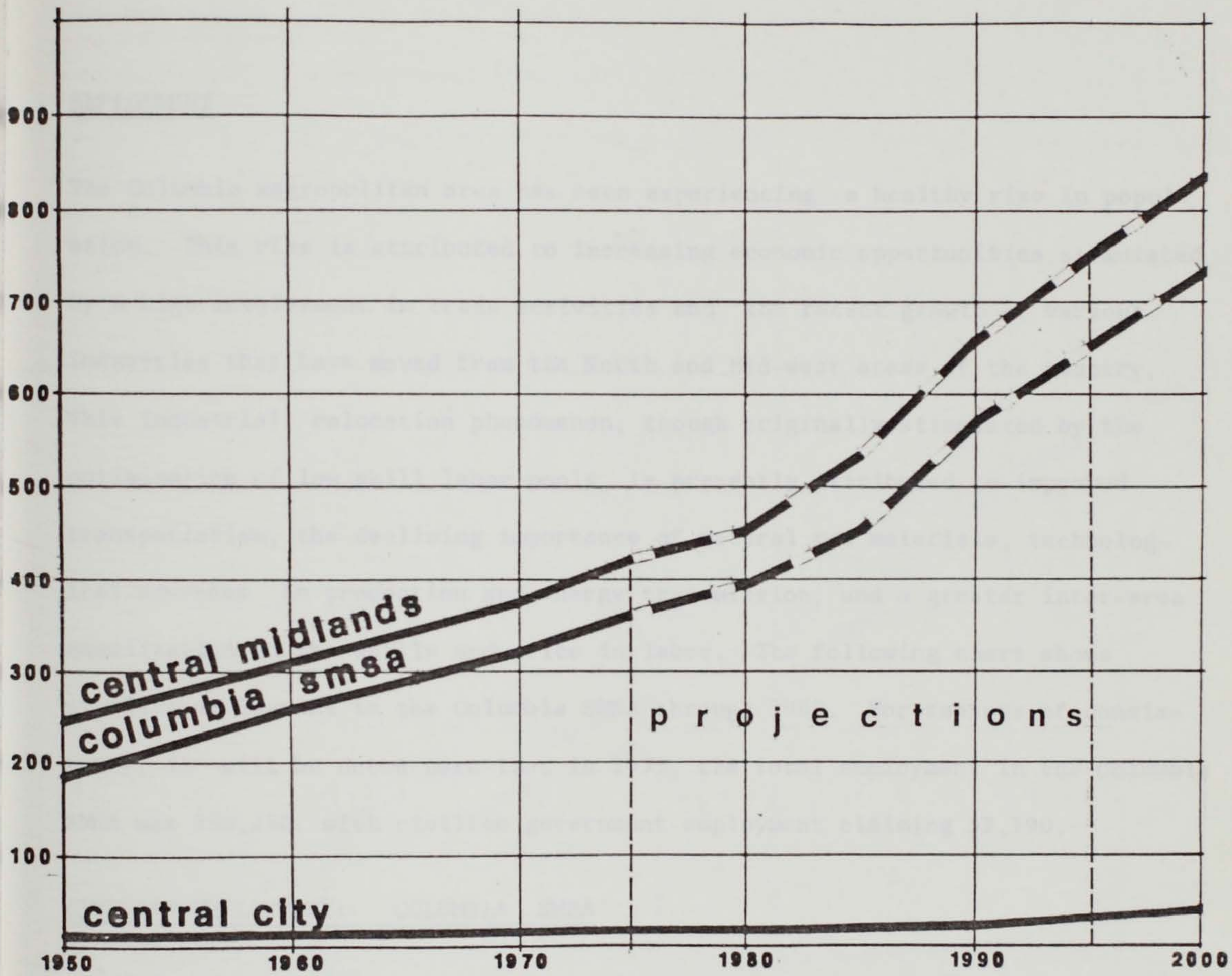
POPULATION

Over the last twenty-five years, the average annual rate of population growth in the Columbia SMSA has been 2.8%. An early influence on the population growth was the increase of personnel at Fort Jackson, which, between the years 1950 and 1960, increased by 787.1%. However, present military policy will maintain its present population of 25,000, barring any unexpected outbreak of war. The chart below illustrates the recent growth in population in the Columbia SMSA.

POPULATION & COLUMBIA SMSA

1950	Civilian	184,605
	Military	2,239
	TOTAL	186,844
1960	Civilian	240,966
	Military	19,862
	TOTAL	260,828
1969	Civilian	310,000
	Military	25,000
	TOTAL	335,000
1975	Civilian	348,000
	Military	25,000
	TOTAL	368,000[2]

Various studies, primarily by Central Midlands Regional Planning Council, have been amde projecting the future population growth in the Columbia area. The chart on page 22 shows graphically that the Columbia metropolitan area will continue to experience a steady growth in population.


900
800
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600
500
400
300
200
100
central midlands
columbia smsa
projections
central city
1950
1960
1970
1980
1990
2000

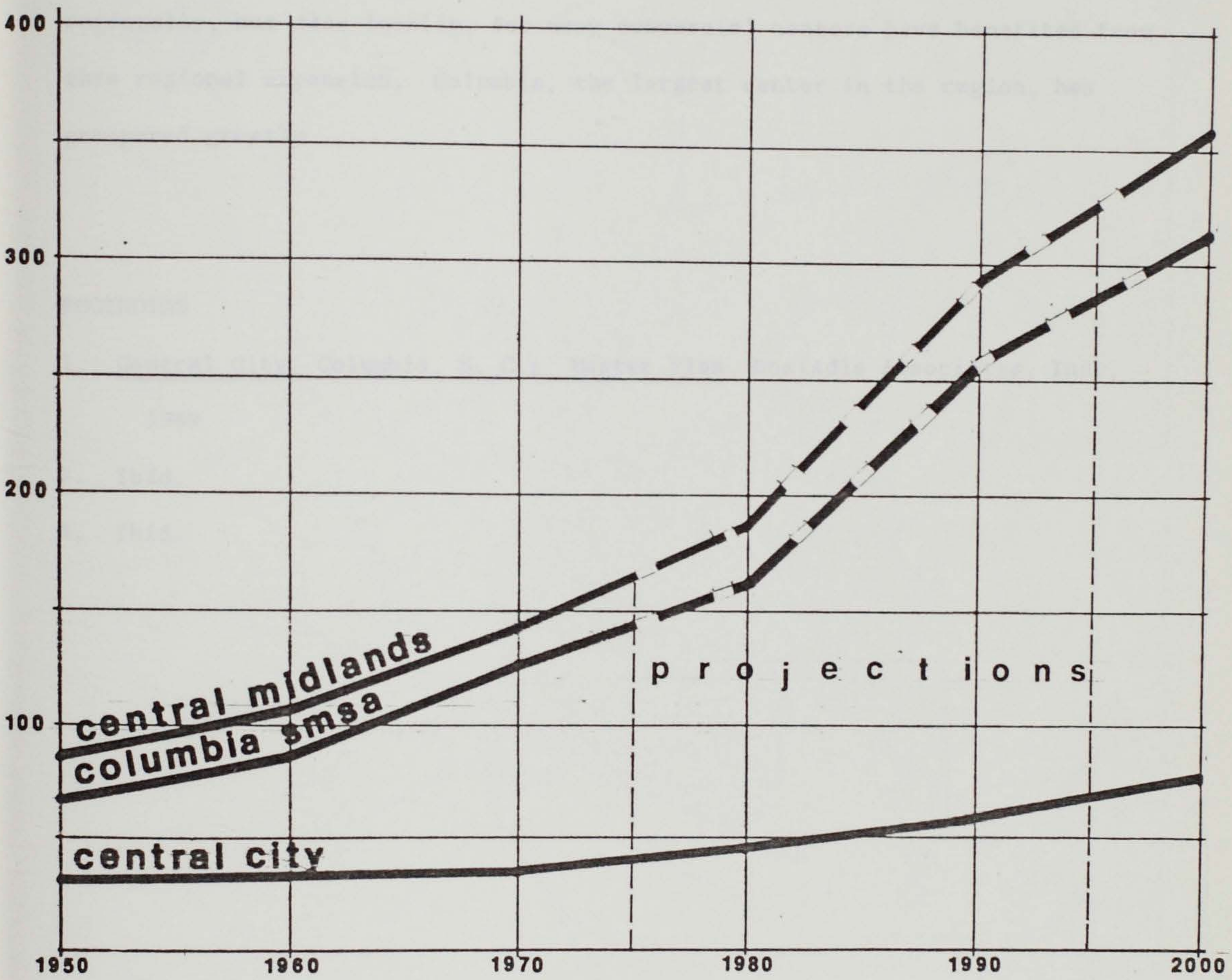
EMPLOYMENT

The Columbia metropolitan area has been experiencing a healthy rise in population. This rise is attributed to increasing economic opportunities stimulated by a high involvement in trade activities and the recent growth of various industries that have moved from the North and Mid-west areas of the country. This industrial relocation phenomenon, though originally stimulated by the optimization of low skill labor pools, is presently attributed to improved transportation, the declining importance of natural raw materials, technological advances in production and energy transmission, and a greater inter-area equalization in the skills and price in labor. The following chart shows civilian employment in the Columbia SMSA through 1969. For reasons of consistency, it will be noted here that in 1975, the total employment in the Columbia SMSA was 155,250, with civilian government employment claiming 33,190.

CIVILIAN EMPLOYMENT: COLUMBIA SMSA

	1960		1964		1969	
Industry Group	Number	%	Number	%	Number	%
Contract Construction	4,600	6.5	5,400	6.7	7,200	7.2
Manufacturing	12,600	17.8	16,100	20.1	18,900	18.8
Transportation, Communications and Public Utilities	5,000	7.1	5,000	6.2	6,400	6.4
W'sale & Retail Trade	15,800	22.4	17,200	21.5	20,800	20.7
Finance, Insurance and Real Estate	5,000	7.1	5,800	7.2	5,800	5.8
Services	9,900	14.0	10,000	12.5	13,100	13.0
Government	17,700	25.1	20,600	25.8	28,300	28.1
TOTAL	70,600	100.0	80,100	100.0	100,500	100.0 [3]

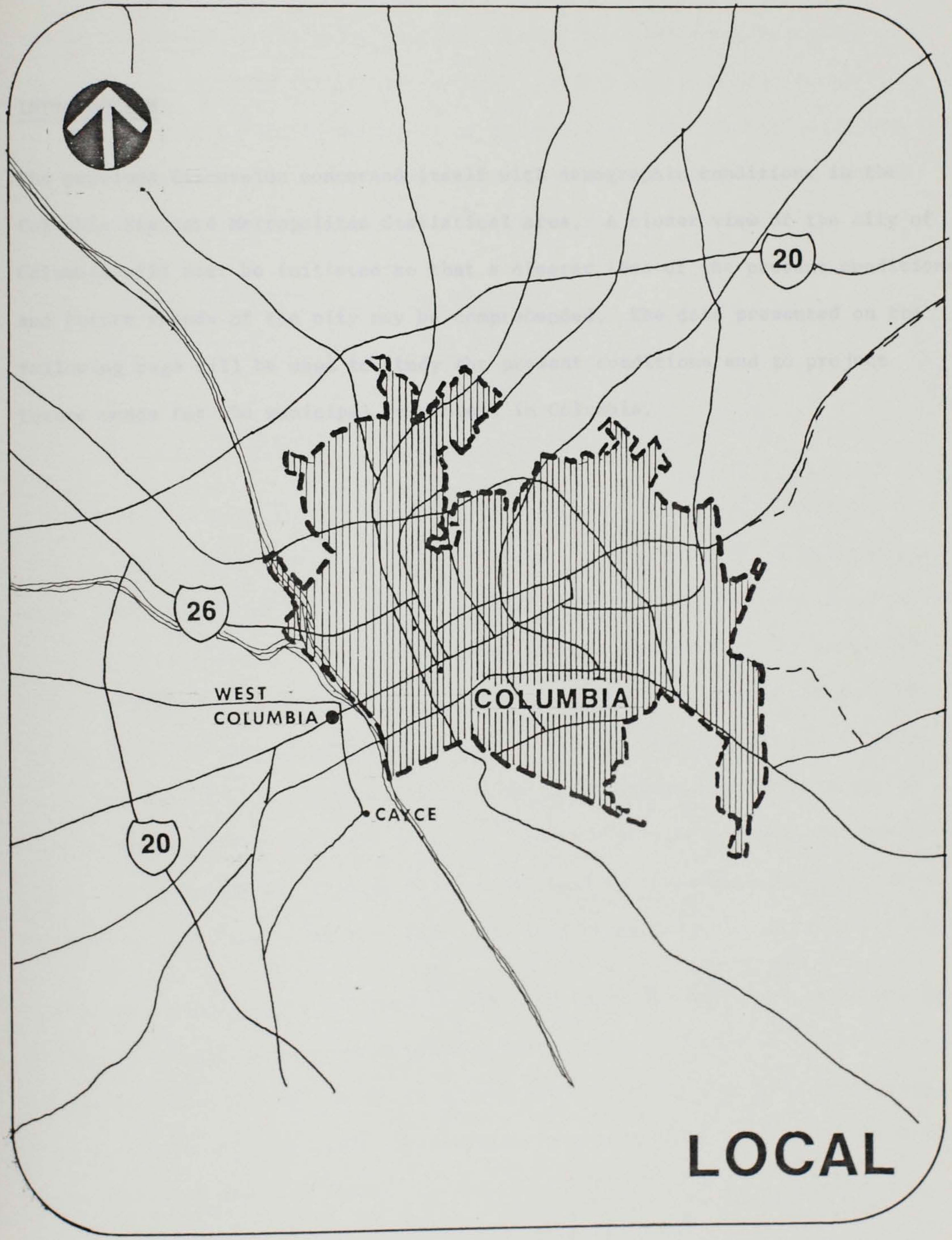
As the population increases, employment also tends to rise. The following diagram shows the employment trends in the Columbia area.



The Central Midlands Region, as has been pointed out, is experiencing a healthy growth in both employment and population. This growth can be seen not only regionally, but also locally, for many commercial centers have benefited from this regional expansion. Columbia, the largest center in the region, has prospered greatly.

FOOTNOTES

1. Central City, Columbia, S. C.; Master Plan Doxiadis Associates, Inc., 1969
2. Ibid.
3. Ibid.



LOCAL

INTRODUCTION

The previous discussion concerned itself with demographic conditions in the Columbia Standard Metropolitan Statistical Area. A closer view of the city of Columbia will next be initiated so that a clearer idea of the present conditions and future trends of the city may be comprehended. The data presented on the following page will be used to study the present conditions and to project future needs for the municipal government in Columbia.

Columbia, being both the county seat of Richland County (one of the two counties in the SMSA) and the state capitol, claims the largest concentration of population in the SMSA with 35.2%. Its growth patterns have been proportional to that of the SMSA on the whole, as is predictable. The figures below show the city of Columbia's present level of population and employment as well as future projections based on linear projections of existing data.

POPULATION AND EMPLOYMENT: CITY OF COLUMBIA:

YEAR	POPULATION	EMPLOYMENT
1970	113,542	45,145
1975	129,536	54,535
1985	174,152	73,318
1995	218,768	92,101

These trends show an average increase of 3,200 persons each year within the city limits. Employment within the city limits has increased by 1,878 persons annually. The effects of the present rise in unemployment in this area may tend to contradict this steady annual rise in employment. However, in the past five years, the actual annual rate of employment in the Columbia area has increased by 9%, which is much greater than the above figures tend to indicate. Since these projections are based on a long range basis, temporary inconsistencies tend to be negligible over the long run. In this particular case, the steep rise in the early employment figures (1970-1975) tend to compensate for the present decline in employment, and therefore, the long range projections remain accurate.

The present conditions and future trends of Columbia on both a regional and local scale indicate it as a steadily growing urban center. This steadily increasing growth indicates a need for the city government to respond to this growth, to keep pace with it, to provide the necessary services and functions required by those that live and work there.

GOVERNMENT

INTRODUCTION

The regional and local trends in the Columbia area have and will have direct influence on both the size and form of municipal government. This section utilizes the information previously discussed by indicating the necessary direction the municipal government must follow to keep in pace with the city and it's surrounding area. However, before an analysis of the present conditions and the future trends of the municipal government is made, an issue which has developed in Columbia should be discussed. This issue is concerned with the question of city-county consolidation.

CONSOLIDATION

The issue of city-county consolidation has been raised because of recent state constitutional provisions which allow the county to provide essentually municipal-type services to the urbanized, but unincorporated areas of the county. Thus, a possible resolution to this potential overlapping of city and county services may occur with a merging of the city and county governments. A merger proposal was brought to a vote in Columbia in 1972, but lost, though there still remains support for such an action.

Another stimulus for pro-consolidation movements has been the growing concern about the lower standards for county government positions. Consolidation would provide higher qualifications for government employment since municipal governments, in large urban centers demand a more highly qualified, and therefore, more efficient form of government. Consolidation, the combining of services, could not, understandably, lower the quality of the municipal service area, and is, subsequently, obliged to raise the standards of county service.

The arguments for consolidation have been strong, and its essential principles are highly logical. Mayor Tucker of Boston, in an article entitled "Local Relationships with the City", points out that fragmented local government "is expensive and inefficient. It does not permit an area fully to mobilize its resources to attack area problems. It perpetuates an inequitable division of responsibilities and costs."[1] It was pointed out further that there is a "relationship between fragmented and planless governments in a metropolitan area and visible patterns of urban design which are emerging is a direct one."[2] The reasoning behind this logic appears strong; consolidation, to whatever degree it is taken,

may very well help unify and update governmental service in larger metropolitan areas. One advocate places the concept of consolidation in this perspective: "Contiguous geographical areas which are socially, economically, and politically interdependent upon one another must consolidate and unify their separate government structures, IF THEY ARE TO SURVIVE; overlapping and duplicating structures of government contribute to waste and inefficiency."[3] Thus, the advantages of city-county consolidation are fairly obvious, including such things as the taxpayer's benefit from eliminating one layer of government, the voter's benefit from shorter ballots and a more simplified structure of local government, and administrative improvements resulting from metropolitan-wide jurisdiction.

Yet, despite the seeming sensibility of consolidation, its past record does not appear encouraging at all. One source shows that of the sixteen consolidation proposals in the 1960's, and of the twelve consolidation proposals, thus far, in the 1970's, only two proposals won their bid. Consolidations poor record may be attributed to the lack of public trust or their reluctance to be governed by a larger form of government. More specific evidence as to consolidation difficulties exists in larger metropolitan areas, like Columbia, where the urban areas or centers spill into other counties. Consolidation in this case, is not complete as it does not encompass the whole urban area. Also, expansion of the city-county territory to keep pace with suburbian development would necessitate the annexation of land in adjacent counties which is highly difficult, and therefore, unlikely.

Thus, consolidation attempts in Columbia, as in other metropolitan areas, does not seem as immaculate as it would appear. One further note on this subject is in relation to a general election which was held in Columbia this past year. In that election, the citizens in the Columbia Metropolitan area voted in favor of home-rule government. Though consolidation was not a direct issue, it lost

support since the home-rule legislation included some of the same points that consolidation maintained, thus reducing the need and subsequent chances for success of city-county government consolidation in the Columbia area.

GENERAL TRENDS

Columbia is without a doubt a city of government. In fact, government seems to be the prime function and barometer of growth in the Columbia area. The chart on page 23 shows that the percentage of those employed by government rose from 25.1% in 1960 to 28.1% in 1969, illustrating the fact that the economy of the Columbia SMSA is markedly dependent upon government activities, and that this dependency is increasing. The state average shows only 13.2% of state employment employed by municipal governments, indicating that Columbia has over twice the state average.

The trend of increasing dependency is supported by a study by Doxiadis Associates, dealing with Central City, the downtown section of Columbia. The information obtained in that study revealed that in the civilian government employment, between the years 1957 and 1969, there was a 2.6% average annual rate of increase. This rate is nearly double the 1.4% average annual rate of population growth. Further data shows that in 1957 there were 571 persons per civilian government employee, and that by 1969, there were only 495 persons per civilian government employee. As the study points out, "if this declining rate representing the expanded administrative responsibility of government agencies were to continue into the future, by the year 2000, there would be 300 persons per government worker giving a total government workforce in Columbia of approximately 13,000".[4] The Doxiadis Report did qualify this figure, explaining that technological advances enabling more efficient labor utilization will most

likely hold the ratio of persons per government worker to 350 or a total of 11,500 government workers in the year 2000.

The above examples stress the importance of government in general as it affects the Columbia metropolitan area. Subsequent material in this section will entail an examination of statistical data which more directly affects the City of Columbia and the municipal government.

GOVERNMENT DIVISION BREAKDOWN: 1975

DIVISION	STATE	%	SMSA
State	51,444	35.2	11,700
County	17,482	11.9	3,955
Municipality	14,698	10.0	3,325
School District	59,795	40.8	13,461
Special District	3,006	2.1	698
TOTAL	146,425	100.0	33,190[5]

MUNICIPAL GOVERNMENT DEVELOPMENT

The chart below shows present and future growth of city government employment in relation to the total population and employment growth in the city during the same time period. It should be noted here that the future municipal employment figures have been projected based on the city's present municipal employment data and the future population and employment trends of the city in general. The data reveals that about 3.03% of the total employment in the city are employed by the city government in some capacity. Also, the figures show that 42.1% of the city's population is employed.

CITY OF COLUMBIA	1975	1985	1995
Total Population	129,536	170,152	218,768
Total Employment	54,535	73,318	92,101
Municipal Employment	1,654	2,555	2,856

The following chart takes a closer look at the city government structure in that it breaks down the total number of persons employed into the various departments in the city government.

EMPLOYMENT BY DEPARTMENT

Department	1975	Percent	1995
General Government	10	0.5	15
Staff Agencies	60	3.2	92
Finance	53	3.0	86
Police	302	18.0	507
Fire	247	14.5	415
Civil Defense, Inspection	79	4.4	127
Engineering	35	2.0	58
Public Service	333	19.8	566

EMPLOYMENT BY DEPARTMENT (Continued)

Department	1975	Percent	1995
Health	26	1.3	38
Forestry and Recreation	219	16.0	457
Garage & Filling Station	32	1.7	48
Water and Sewer	240	14.5	415
Parking Facilities	18	1.1	32
TOTAL	1,654	100.0	2,856

The above figures represent inter-department employment growth of the entire municipal government. For the purposes of this study only those departments that are or should be located in city hall are of importance. Therefore, the list below represents an employment breakdown of those departments located in city hall.

EMPLOYMENT: CITY HALL

Department	1975	1995
General Government	10	15
Legislative	6	9
Administrative	4	6
Staff Agencies	23	36
Legal	5	7
Manpower	9	14
Personnel	6	10
Public information	3	5
Finance Department	48	71
Administration	2	3
Accounting	9	13
Collection	5	8
Computer service	19	25
License	3	5
Public Buildings	6	10
Purchasing	4	7
	36	

EMPLOYMENT: CITY HALL (Continued)

Department	1975	1995
Engineering	35	58
Water Customer Service	10	13
TOTAL	126	193

EMPLOYMENT: CITY HALL, TO BE RELOCATED.

Department	1975	1995
Building and Inspection	8	14
Urban rehabilitation	5	9
Zoning Commission	3	5
Civil Defense	6	9
Planning Council	n.a.	8
TOTAL	14	31

SPACE REQUIREMENTS

Included in the Doxiadis Master Plan of Columbia were square footage requirements applied to the various activity uses in the Central City area of Columbia. Thus, according to the Doxiadis study in 1969, there was a total of 1,100,000 square feet of government office space available for the 5,451 government employees in the Central City area. These figures indicate that an average of 202 square feet were required by each government employee. Based on this information, floor area requirements for the municipal government were computed, as can be seen in the chart below.

FLOOR AREA REQUIREMENTS: MUNICIPAL GOVERNMENT

Department	1975	1995
General Government	2,020	3,030
Staff Agencies	12,120	18,584
Finance	10,706	17,372
Police	61,004	102,414
Fire	49,894	83,830
Civil Defense, Inspection	15,958	25,654
Engineering	7,070	11,716
Public Service	67,266	114,332
Health	5,252	7,676
Forestry and Recreation	44,238	92,314
Garage & Filling Station	6,464	9,696
Water and Sewer	48,480	83,830
Parking Facilities	3,636	6,464
TOTAL	334,108	576,512

The floor area requirements listed on the previous page were applied directly to the employment information of each department computed in an earlier section. Because of the nature of some of these departments, the floor area requirements do not grow in direct relationship to departmental employment growth needs. For example, employment growth in some areas of public service, police, and public

utilities do not require added square footage per employee, since the functions performed in these areas are exterior type work, and therefore, do not require increased office space. In this respect several figures may tend to be misleading. However, those departments which are located in the city hall do not have a proportional growth of required floor space to employment. Listed below are the square footage requirements of those departments that are, or should be, located in city hall.

FLOOR AREA REQUIREMENTS: DEPARTMENTS IN CITY HALL

Department	1975	1995
General Government	2,020	3,030
Legislation	1,212	1,818
Administration	808	1,212
Staff Agencies	4,646	7,272
Legal	1,010	1,414
Manpower	1,818	2,828
Personnel	1,212	2,020
Public Information	606	1,010
Finance Department	9,696	14,342
Administration	404	606
Accounting	1,818	2,626
Collection	1,010	1,616
Computer Service	3,838	5,050
License	606	1,010
Public Building	1,212	2,020
Purchasing	808	1,414
Engineering	7,070	11,716
Water Customer Service	2,020	2,626
TOTAL	25,452	38,986

FLOOR AREA REQUIREMENTS: DEPARTMENTS RELOCATED IN CITY HALL

Department	1975	1995
Building and Inspection	1,616	2,828
Urban rehabilitation	1,010	1,818
Zoning Commission	606	1,010
Civil Defense	1,212	1,818
Planning Council	n.a.	1,616
TOTAL	2,828	6,262

FLOOR AREA REQUIREMENTS: TOTAL CITY HALL

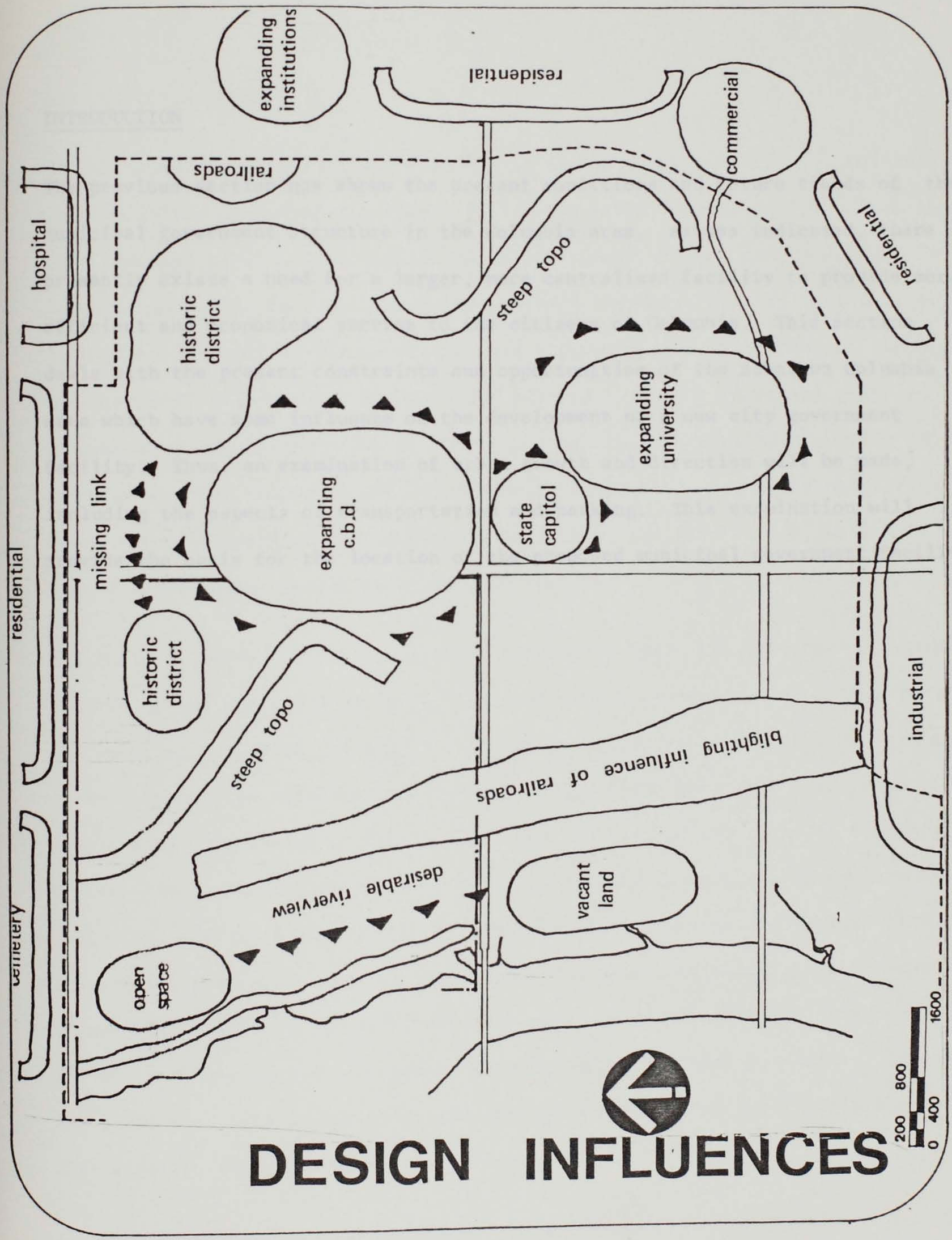
	1975	1995
TOTAL	28,280	45,248

CONCLUSIONS

The square footage requirements listed on the preceding pages are based on simple mathematical projections of information relating to the municipal government. This information is at least general, resulting in space requirements which are less specific than required for a comprehensive space need/study. However, it should be noted here that, at present, the information used in the above calculations was the only available data. Research, including interviews with several city officials, revealed that the city has no inventory of its present space needs or requirements. In fact, there are no existing layouts of even the present city hall facility. Therefore, though the projected space requirements are satisfactory for the purposes of this project, it is recommended that the city government conduct a more detailed study to at least discover its present space uses and compare that information to recommended space requirements.

FOOTNOTES

1. "Local Relationships with the City", Mayor Ray Tucker, AIA Journal, January 1963, p. 100.
2. Ibid, p. 101.
3. Consolidation: Jacksonville/Duval County, R. Martin
4. Central City, Columbia, S. C., Master Plan, p. 86.
5. South Carolina Statistical Abstract - 1974, Columbia, S. C., Division of Research and Statistical Services, 1974, p. 50.



DESIGN INFLUENCES

INTRODUCTION

The previous section has shown the present conditions and future trends of the municipal government structure in the Columbia area. As was indicated, there presently exists a need for a larger, more centralized facility to provide more efficient and economical service to the citizens of Columbia. This section deals with the present constraints and opportunities of the downtown Columbia area which have some influence on the development of a new city government facility. Thus, an examination of urban growth and direction will be made, including the aspects of transportation and parking. This examination will provide the basis for the location of the proposed municipal government facility.

HISTORICAL DEVELOPMENT

Columbia was founded in 1786 by a General Assembly act establishing Columbia, located in the center of the state, as the new state capitol. This action had been prompted by political tension existing between the Low and Up Country populations. Like many cities of that period, Columbia was laid out in a gridiron plan. The street right-of-ways were unusually wide, "intended to impede the spread of communicable diseases and also to allow for increased traffic volumes that the future might bring."[1] Though no parks were developed in the original design, they appeared, by accident, where the topographic conditions broke the continuity of the gridiron plan. Thus, the plan for Columbia bore little relationship to the topography of the area.

The early growth of Columbia was fast, indicating that the city was an important commercial and political center. This fast growth was stimulated primarily by its location. Located not only in the center of the state but also on the fall line, Columbia was responsible for facilitating trade through the state by the development of a series of canals. The introduction of the railroad brought to an end the importance of the canals, but it proved to only strengthen the commercial and political importance of Columbia. It is interesting to note that despite its growing commercial importance, Columbia remained first and foremost a government city. The concentration of state, county, and local governments, and the many projects undertaken by these government agencies, aimed at improving the quality of life in the city, has exerted a primary and forceful influence, historically, on development in the city.

The population increased steadily because of the growing commercial and political

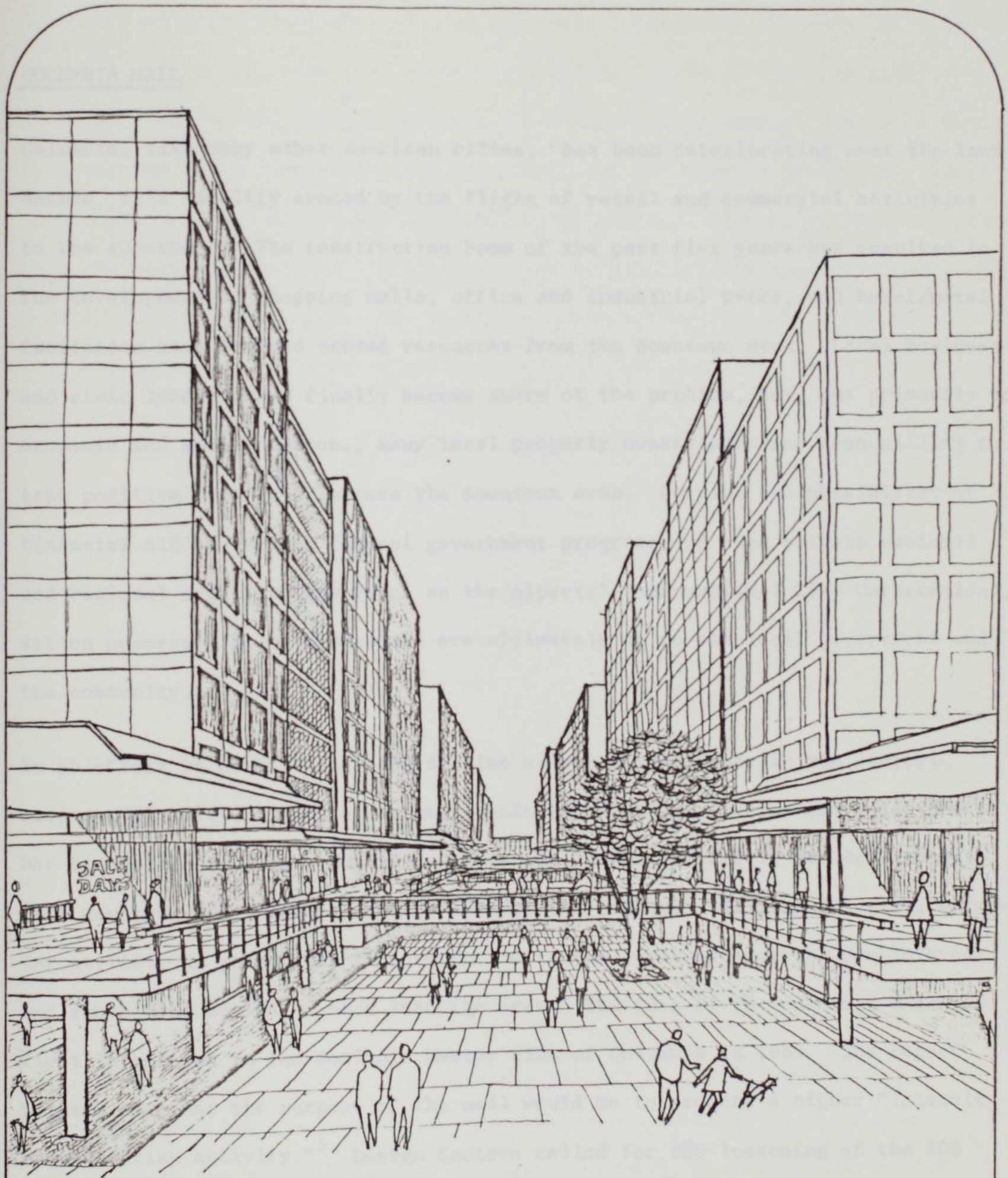
importance in the city. Growth was largely controlled by the rigid gridiron plan of 1786. In fact, Columbia did not recognize the need for long range planning until the early 1900's when the population began settling beyond the city limits. One example to illustrate the lack of planning can be seen in the development of the main shopping area. Originally, Assembly Street was designated as the center of the commercial core, but due to lack of development, the proposed commercial core brought only the Farmers Market which remained there until the 1950's. The true commercial core developed by itself, one block east of Assembly Street, on what is now Main Street.

In 1904, the Columbia Civic League, recognizing the need to control the continuing growth and change, commissioned the landscape firm of Kelsey and Guild to develop a master plan for the city. The developed plan dealt to solve the problems created by the 1786 plan, by relieving the tension and restrictions of the grid-iron layout. The solution called for the incorporation of a system of linked parks and the development of links between the major traffic arteries. The plan appeared to be a comprehensive one, yet, despite the creation of several parks and tree-lined avenues, the system of linkages, the real strength of the plan, was not utilized.

Later development in Columbia remained unplanned and uncontrolled stimulated only by various unforseen developments. The most significant of these developments were the creation of Fort Jackson as a permanent military installation, constr-uction of the interstate highway system, and the rapid growth of the University of South Carolina. Again, it is important to note that these are all government related programs.

In 1951, the City Planning Commission of Columbia was formed after a hundred and sixty-seven years of uncontrolled growth. The commission published studies in

1952 and 1961 which have become the framework of the most recent studies made of the Columbia area. These more recent studies, dealing with the current issues in Columbia will be discussed in the following section, as they relate to the downtown commercial core area. The diagram at the beginning of this section illustrates the current constraints and opportunities in the downtown Columbia area.



COLUMBIA MALL

COLUMBIA MALL

Columbia, like many other American cities, "has been deteriorating over the last decade, it's vitality eroded by the flight of retail and commercial activities to the suburbs."[2] The construction boom of the past five years has resulted in the development of shopping malls, office and industrial parks, and hotel/motel facilities have drained needed resources from the downtown area. Local business and civic leaders have finally become aware of the problem, but, due primarily to economic and social reasons, many local property owners have not been willing to take positive action to improve the downtown area. Despite the possibility of financial aid by various federal government programs and some private national and regional organizations (such as the Alperts' International City Corporation), action necessary for improvements are ultimately up to the local government and the community.

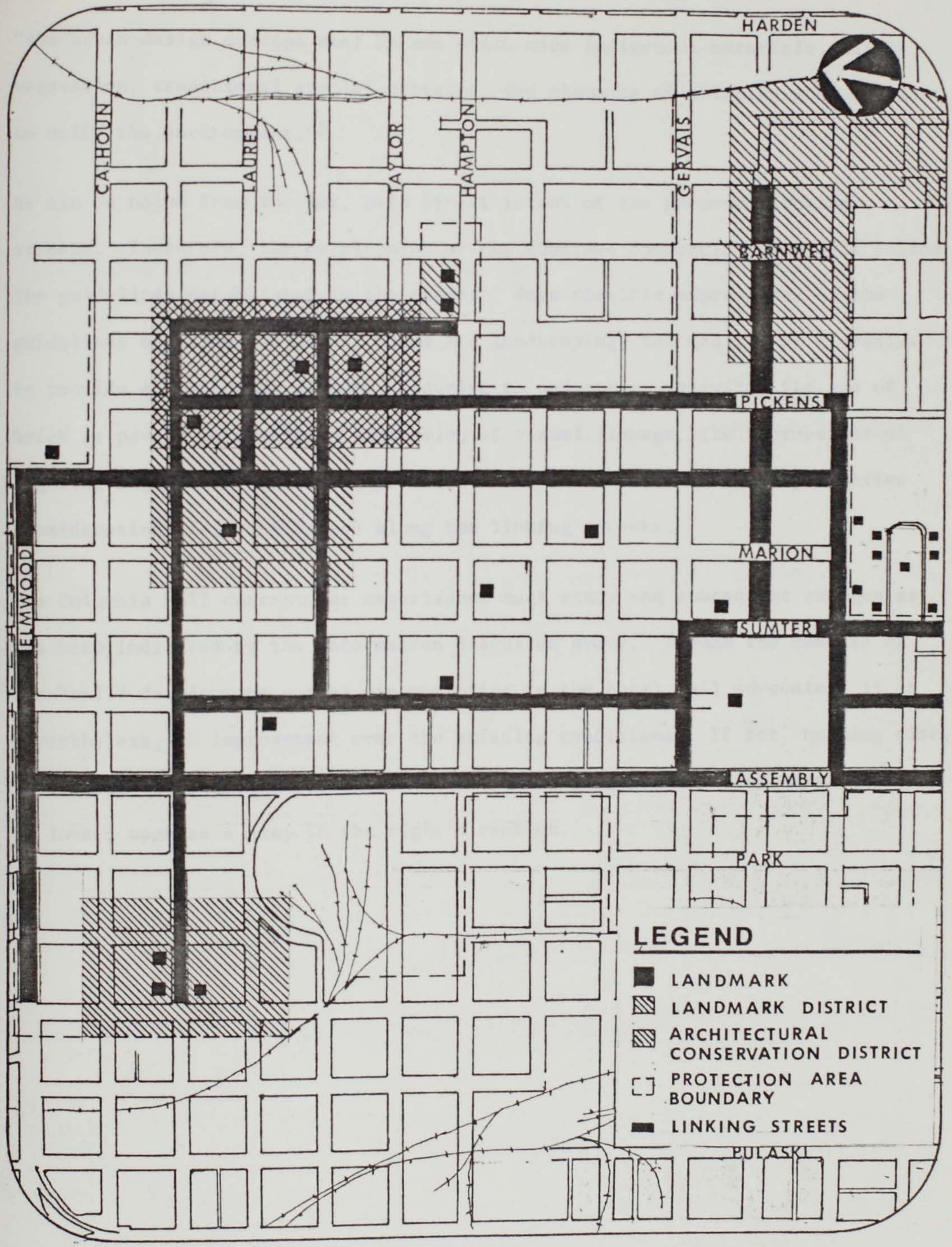
In an effort to curtail the slow decline of the retail trade in her central business district, Columbia has been conducting various studies for solutions to her financial problems. One issue presently being explored is the development of a downtown mall, located in the core of the central business district, catering strictly to pedestrian thoroughfare with the hopes of spurring new interest, and subsequent business, back into the area. The idea of the downtown mall was first introduced in the Doxiadis Master Plan of Columbia in 1969. The report pointed out that the purpose of the mall would be to promote a higher "intensity of pedestrian activity."[3] Design factors called for the lessening of the 100 foot distance between stores to create a space that would be more conducive to shopping interaction. The sketch on page forty-seven graphically illustrates the character of the proposed mall.

The downtown mall proposal, however, has been plagued by much opposition. The largest opposition comes from many of the smaller downtown merchants who see the proposal "as an attempt by certain mysterious figures to disrupt traditional downtown shopping and traffic patterns, thus endangering many of the small downtown merchants and businesses, for the benefit of the wealthy landowners along Main Street who can afford the financial risk involved."[4] Emotion has run high over the proposal, and the concept as it was originally made appears doomed. The Capitol City Development Foundation has been attempting to offer alternatives to the proposal which would be suitable to all parties concerned.

The final proposal for the mall, in all probability, will end up resembling the sketch on page two. As is apparent, the mall concept is virtually destroyed with pedestrian consideration shown only in the slightly widened sidewalks. Though the plan shows many improvements, including the introduction of trees, various street furniture, and the coordination of signs and traffic lights, the vitality of a total mall-type approach is lost.

The new semi-mall concept was studied in a report, Urban Design and Historic Preservation for Columbia, made by a local architectural firm in 1974. The study dealt primarily with the protection of the historic districts in the city and the development of a series of links, connecting the major areas of special character, to provide a recognizable visual relationship among these special areas. The map on the following page illustrates the design concept of this study.

The concept involved in this plan combines the use of the historical districts and a system of links between these areas to create a better visual image of the city. Though the plan proposal is primarily directed towards the creation of historical preservation districts, the study also provided for a unified urban design concept focused on the entire Central City area. As the study pointed out,


HARDEN
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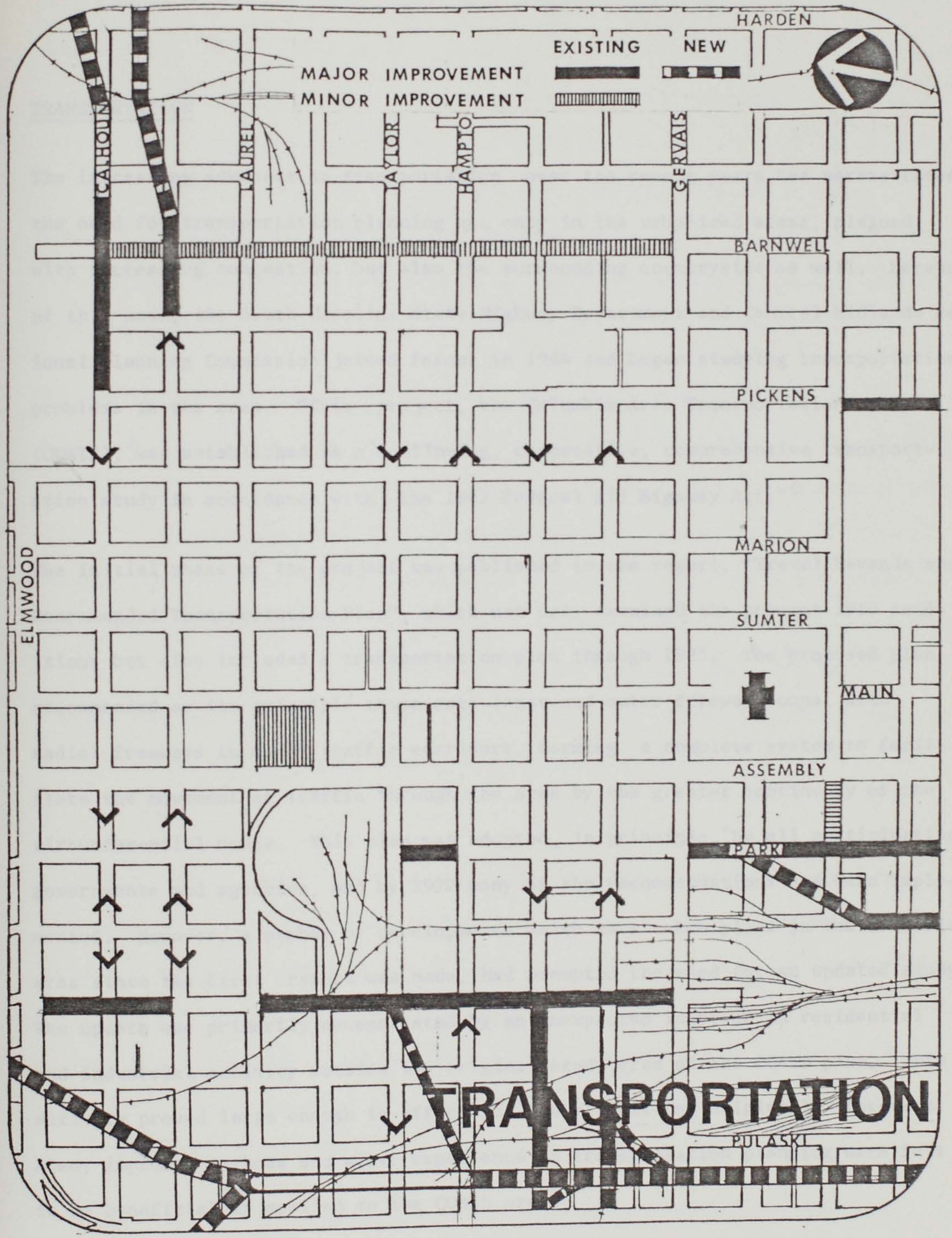
ASSEMBLY
PARK
PULASKI
LEGEND
LANDMARK
LANDMARK DISTRICT
ARCHITECTURAL CONSERVATION DISTRICT
PROTECTION AREA BOUNDARY
LINKING STREETS

"the urban design concept must be one which uses indigenous materials, native vegetation, traditional spatial patterns, and elements of existing urban form to unify the environment."[5]

As can be noted from the map, Main Street is one of the proposed linking streets. Therefore, the development of the downtown commercial core will follow the guidelines established in the report. Some specific expressions of the guidelines entailed the use of trees and landscaping, the scaling of sidewalks to provide a space that is more conducive to pedestrian activity, the use of brick as paving to create an expression of visual linkage, the improvement of lighting and general street graphics, and the introduction of semi-pedestrian consideration (ie. bike lanes) along the linking streets.

The Columbia Mall concept has experienced much study and subsequent changes as has been indicated by the information discussed above. Though the results of the "mall" development may be disappointing to the total mall advocates, it is nevertheless, an improvement over the existing conditions. If for nothing else, therefore, the improvement of Main Street (and the other selected arteries), may be looked upon as a step in the right direction.


HARDEN
EXISTING
NEW
MAJOR IMPROVEMENT
MINOR IMPROVEMENT
CALHOUN
LAUREL
TAYLOR
HAMPTON
GERVAIS
BARNWELL
PICKENS
MARION
SUMTER
ELMWOOD
MAIN
ASSEMBLY
PARK
PULASKI
TRANSPORTATION

TRANSPORTATION

The increasing advances in transportation over the recent years has necessitated the need for transportation planning not only in the urbanized areas, plagued with increasing congestion, but also the surrounding countryside as well. Because of this need, the South Carolina State Highway Department and Central Midlands Regional Planning Commission joined forces in 1964 and began studying transportation problems in the area. "This project, the Columbia Area Transportation Study (COATS), was established as a continuing, cooperative, comprehensive transportation study in accordance with the 1962 Federal Aid Highway Act."[6]

The initial phase of the project was published in the report, "Travel Demands and Recommended Transportation Plan", which not only examined the present 1965 conditions but also included a transportation plan through 1985. The proposed plan recommended as its principle components inner and outer freeway loops, with radial freeways in major traffic corridors, forming a complete system to facilitate the movement of traffic through the area by the greater continuity of the circumferential route. This plan was adopted, in principle, by all participating governments and agencies, and by 1972 many of the recommendations had been implemented. However, a number of developments which have taken place in the Columbia area since the first report was made, had prompted the need for an updated study. The update was primarily necessitated by an unexpected increase in residential and industrial activity outside the original study area of the COATS plan. This activity proved large enough to affect the travel patterns originally forecast. Also, improved methods and wider experience in transportation planning were felt to be beneficial if applied to the COATS area.

The updated plan published in 1973 extended the boundaries of the original study

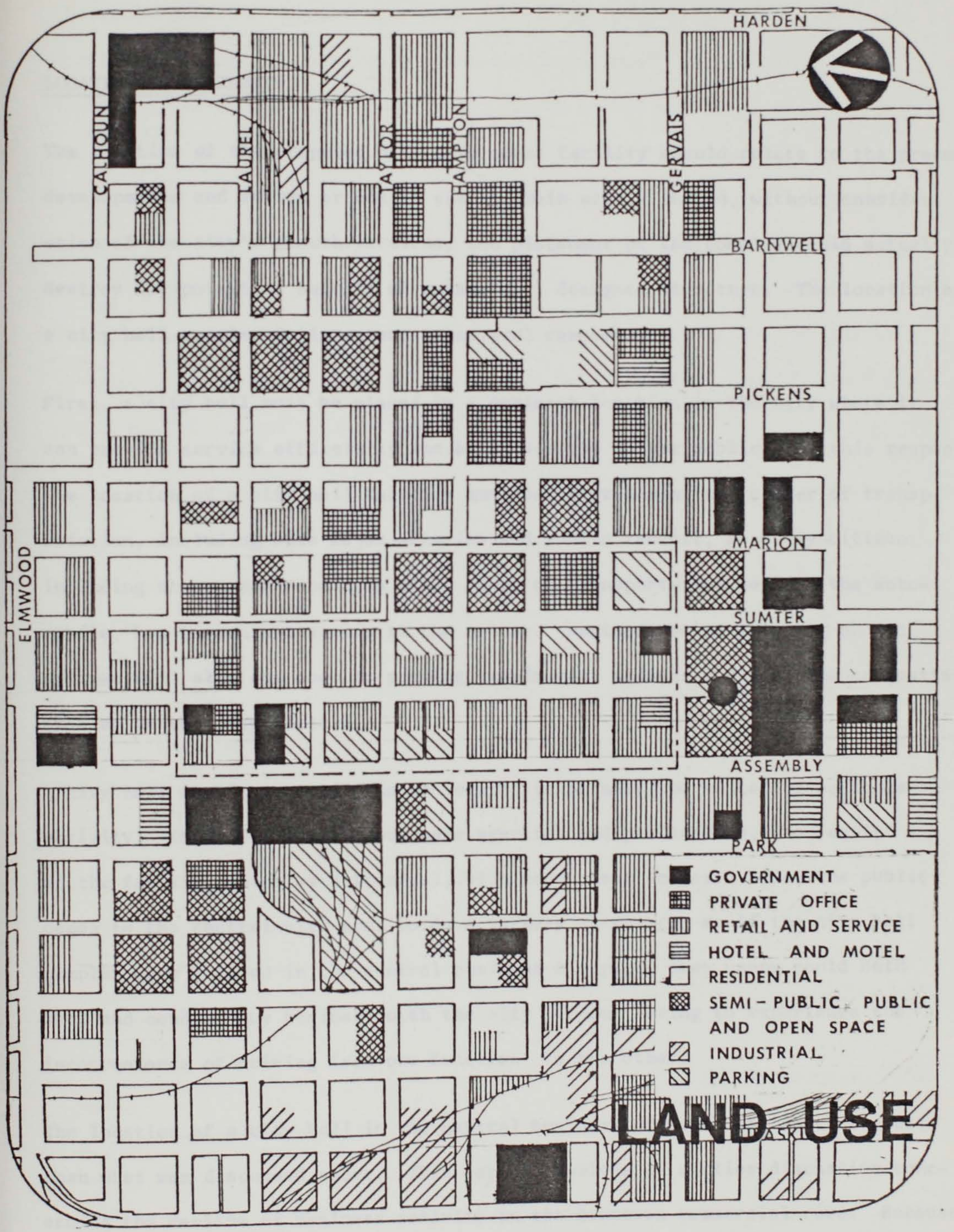
area from 182 square miles to approximately 750 square miles containing all the land forecast to be a part of the Columbia urbanized area by 1995. The new plan recognized the need for emphasis on socio-economic and environmental effects as well as the unexpected activity in and around the Columbia area. In this respect, the construction of freeways and arteries were rerouted when the proposed "improvement" would possibly disrupt a neighborhood unit. Thus, the evaluation of alternatives, judging both community values and transportation planning standpoints helped ensure a reasonable solution to many of the problems involved.

The map at the beginning of this section shows the updated plan for the downtown area. As can be seen, the plan generally calls for improvements in the existing road system. These improvements consist of a system of pairs of one way streets which the planning committee felt to be the best way to accomodate the future traffic demands. The only major new construction in the area is the proposed North-South Freeway, which forms part of the original inner loop established in the first COATS plan. These improvements in the downtown area were based on present and projected traffic flow counts. The study showed that there would be an increase of 274,000 trips through the central city area daily or a rise of 57%.

It should also be noted that this plan considered the development of the downtown mall as a reality and planned for it accordingly. Though, as has been pointed out earlier, the mall concept, at least initially, will not be adopted, the present "semi-mall" concept works favorably in relation to the transportation plan, and has the added advantage that if the total mall concept is later adopted then the transportation system will have been designed to accomodate the subsequent traffic patterns.

The COATS plan did not confine its research to private vehicular travel, but

included a look at public transportation as well. The study pointed out that the use of public transportation in the Columbia area has been steadily declining, recognized by an 18% decrease in the number of revenue passengers between 1960 and 1970. During this same period, there was a 6% increase in the annual bus miles operated. In lieu of the present condition of the existing transit system, the COATS study recommended that a more viable system should be implemented to provide a more realistic alternative to private vehicular traffic in terms of time, cost, comfort, and convenience. Though the proposed transportation plan provides a framework for any rubber-tired mass transit system, it also points out that a transit system is "essential to the overall functioning of the transportation system and to maintaining a choice of travel mode for residents."[7]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PARK
ELMWOOD
GOVERNMENT
PRIVATE OFFICE
RETAIL AND SERVICE
HOTEL AND MOTEL
RESIDENTIAL
SEMI-PUBLIC, PUBLIC AND OPEN SPACE
INDUSTRIAL
PARKING
LAND USE

LOCATION REQUIREMENTS

The location of the proposed city government facility should relate to the present developments and future trends in the Columbia area. Indeed, without consideration of the city's growth patterns, the placement of the complex could actually destroy the potential success of even a well designed structure. The location of a city hall complex is important in several respects.

First, a city hall must be placed in a dominant location in the city where it can provide service efficeintly and be accessible to the public. In this respect, the location of a city hall facility must be located near the center of transportation, including both major arteries and public transit, so every citizen, including those that depend on other means of transportation besides the automobile, has convenient access to the center. Maximum use of existing public systems will also cut down on parking requirement demands and ease the congestion problem on the city streets.

A city hall complex should also be located in or near the center of business activity. This will provide business agencies and professions, who require use of the facility (such as attorneys), with convenient access. Also, the public comes to the central city area to do a variety of things, so if the city hall complex were located in the central business district, then users could both shop and conduct any business with the city without having to experience the inconvenience of driving from one function to the other.

The location of a city hall in the central business district has another aspect than what was discussed above. This aspect involves an earlier discussion concerning the decline of business activity in the downtown commercial core. Because

of this aspect, the question of possibly moving the city hall structure out as well has been raised. However, this idea is generally not accepted for two reasons. First, downtown areas, as in Columbia, are not dead, or on their way out, but are only experiencing a movement of primarily commercial and to a lesser extent, service concerns. This phenomenon, furthermore, is confined to large cities where certain types of business (particularly retail) can operate more efficiently. However, in smaller cities the reverse is true and therefore, indicates that the downtown areas will remain a functioning part of the city. Therefore, the proper placement of the city hall in the central business district can contribute to the life of the area.

There are other location requirements for a city government complex as well. For example, a site for the proposed structure should contain ample space for future growth and plaza development. Also, land costs should be examined as well, to see if these costs are acceptable in the over all economic aspect.

Also, the location of the structure should not only be accessible for business and public visitation but also accessible, in terms of sight, to the many citizens of the community who do not visit the facility often. In this respect, the presence of the governmental center tends to induce a secure feeling among the public. Thus, the visual image of the facility also is important, with respect to the enhancement to the harmony and overall imageability of the city.

SITE SELECTION

With this framework of location requirements, the selection of potential sites can be made. The map on the following page shows the predominant land use in the downtown Columbia area. As can be noted from the map, the development of the state capitol complex, at the south end of the central business district, demon-

strates the location requirements previously discussed. This same development is beginning to occur at the location of the present city hall site, at the north end of the central business district, but to a distinctly lesser degree. As is predictable, the remainder of the central business district consists primarily of retail and service uses. The constraints and opportunities map on page forty-two shows the general direction of the existing land use. The land use map also indicates that there is heavy use of the land in or adjacent to the central business district, the mandatory location for the governmental complex. Though eminent domain policies would allow the city to obtain land desirable for a prominent site, the costs incurred in both the initial purchase and subsequent demolition are very important to consider. Because of this influence, a look at land already owned by the government is appropriate.

The map on the following page shows the location of government owned land within the downtown area. As can be seen, there are three areas that are adequate in size for the proposed government complex, indicated as sites A, B, and C.

Site A, containing two land parcels, is not suitable because of its remoteness from the central business district. Also, the site is located in an area of declining land values which further adds to its inappropriateness as a suitable site.

Site B is much more appealing than Site A because it is adjacent to the central business district as well as a major traffic artery, Assembly Street. However, this site is also inadequate for two reasons. First, though next to the center of business activity, it is physically separated from it by Assembly Street, a six lane arterial street. Second, topographical considerations also negate its appeal, since the site is at least twenty feet below the Assembly Street elevation, and is in the midst of a tangle of railroad spur lines which serve the U. S. Post

HARDEN

A

CALHOUN

LAUREL

TAYLOR

HAMPTON

GERVAIS

BARNWELL

PICKENS

MARION

ELMWOOD

SUMTER

C

ASSEMBLY

B

PARK

GOVERNMENT LAND OWNERSHIP

MUNICIPAL

OTHERS

PULASKI

Office.

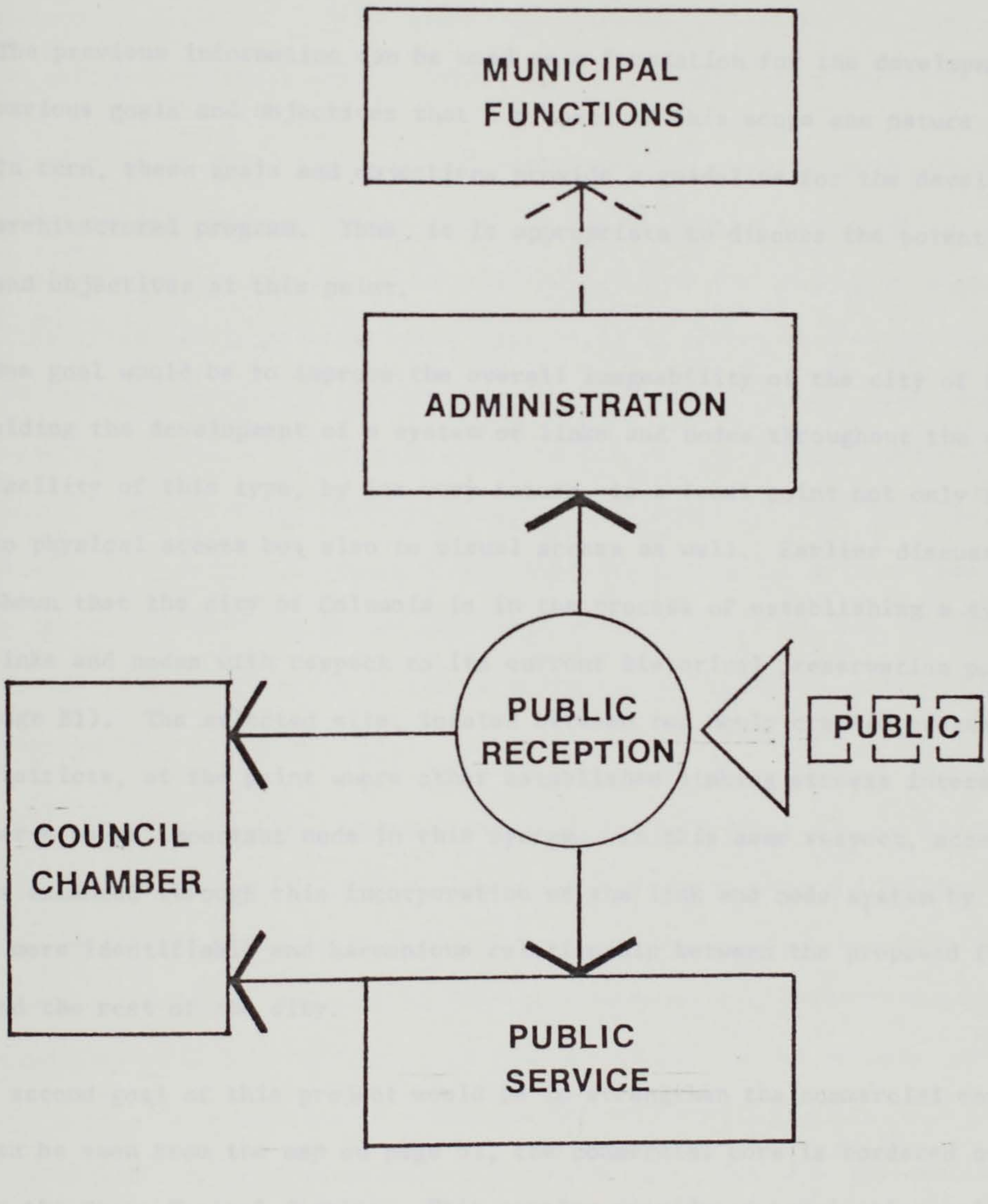
Site C is by far the best of the three sites. It is also not surprising to note that that site is the present location of Columbia's city hall. As indicated on the map, this site is located in the central business district, and is served by both Assembly and Sumter Streets, two major traffic arteries. Consequently, an analysis of Site C will be made.

SUMMARY

To this point, discussion has been directed from the general trends in government architecture to the present conditions and future trends of the city of Columbia. This examination has shown that there exists a need for a centralized city government facility which not only would increase the efficiency of the system, but also would enrich the composition of the city on the whole. Site selection was dictated by the particular developments within the central city area. Thus, the criteria for the development of a centralized municipal government facility has been discussed, laying the foundations for the development of an architectural program. The remainder of this study will be directed towards this development.

FOOTNOTES

1. Canal Quarter, Columbia, S. C., 5th Year Graduate Design, College of Architecture, Clemson University, 1975, page 5.
2. "Trying for a New Life" Christine Bœrn, Southeast Real Estate News, September 11, 1975, page 1.
3. Doxiadis Master Plan, page 191.
4. "A Man for a Mall" Jim Walser, Osceola, April 19, 1974, page 4.
5. Urban Design and Historic Preservation for Columbia, Lyles, Bissett, Carlisle and Wolff, 1974, page 28.
6. Columbia Area Transportation Study 1973 Annual Report. Columbia: S. C. State Highway Department, 1973. page 1.
7. Ibid. page 14.



ARCHITECTURAL PROGRAM

GOALS AND OBJECTIVES

The previous information can be used as a foundation for the development of the various goals and objectives that a project of this scope and nature can achieve. In turn, these goals and objectives provide a guideline for the development of an architectural program. Thus, it is appropriate to discuss the potential goals and objectives at this point.

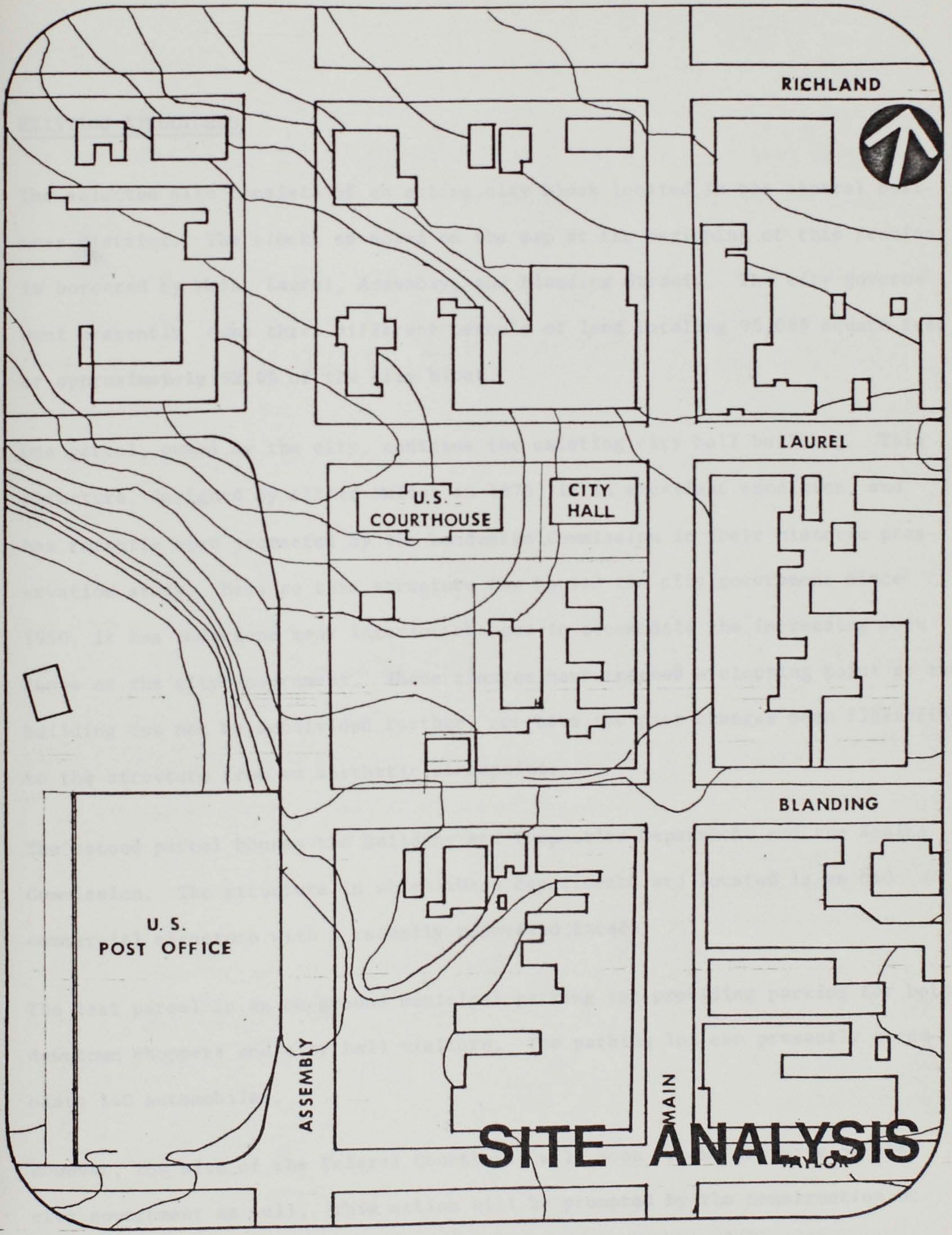
One goal would be to improve the overall imageability of the city of Columbia by aiding the development of a system of links and nodes throughout the city. A facility of this type, by its very nature, is a focal point not only in regards to physical access but also to visual access as well. Earlier discussions have shown that the city of Columbia is in the process of establishing a system of links and nodes with respect to its current historical preservation policy (see page 51). The selected site, located between two newly created preservation districts, at the point where other established linking streets intersect, could serve as an important node in this system. In this same respect, accessibility is enhanced through this incorporation of the link and node system by creating a more identifiable and harmonious relationship between the proposed facility and the rest of the city.

A second goal of this project would be to strengthen the commercial core area. As can be seen from the map on page 51, the commercial core is bordered on the south by the State Capitol Complex. This complex provides a terminating point for commercial development in this direction. At present, the north end of the commercial core has no such terminating point. This has resulted in a weak spot where the intensity of the commercial core dwindles confusingly into random strip commercial development meandering northwards along Main Street. A centralized

municipal government facility at its proposed site (the north end of the commercial core) would provide this terminating point, resulting in a more intense commercial district. This terminating point would also aid the development of the proposed Columbia Mall by providing a necessary anchor for it.

The closing of the northern end of the commercial core may seem questionable in regard to limiting the future growth of the commercial core. It is, in fact, necessary for two reasons. First, the closing of the core would stimulate more intensified commercial development resulting in higher land values and thus subsequently increasing revenue gains for the city. In this same respect, deteriorating or inferior businesses would be forced out, making way for new and better quality commercial and business enterprises. Secondly, the linear aspect of Columbia's commercial core is incompatible to pedestrian oriented movement, such as shopping. With the linear expansion of the commercial core thwarted, the resulting intensification of the commercial zone would prove more conducive to shopping activities.

A third goal of the new centralized facility would be to provide fast, more efficient service within the government structure which would better serve the citizens of Columbia. A centralized facility not only is important from a public access standpoint, but also is important from inter-department communication standpoint as well. Efficiency of time and effort can be achieved more readily in a centralized facility in which the various departments are organized according to function. Despite advancements in technology which have been substituted for person-to-person communication, centralization of departments will still provide faster, more effective service.


RICHLAND
LAUREL
U.S.
COURTHOUSE
CITY
HALL
U. S.
POST OFFICE
BLANDING
ASSEMBLY
MAIN
TAYLOR
SITE ANALYSIS

EXISTING STRUCTURES

The selected site consists of an entire city block located in the central business district. The block, as noted on the map at the beginning of this section, is bordered by Main, Laurel, Assembly, and Blanding Streets. The city government presently owns three different parcels of land totaling 95,085 square feet or approximately 52.6% of the city block.

One parcel, owned by the city, contains the existing city hall building. This structure, designed by Alfred Mullet in 1874, is in excellent condition, and has recently been protected by the Landmarks Commission in their historic preservation study. Because this structure has housed the city government since 1930, it has undergone many interior changes to accomodate the increasing work force of the city government. These changes have reached a stopping point as the building can not be subdivided further, nor have the past changes been flattering to the structure from an aesthetic standpoint.

The second parcel houses the Building and Inspection Department and the Zoning Commission. The structure in which these departments are located is an old commercial structure with a recently renovated facade.

The last parcel is an on-ground municipal parking lot providing parking for both downtown shoppers and city hall visitors. The parking lot can presently accomodate 140 automobiles.

However, the site of the Federal Courthouse will soon become property of the city government as well. This action will be prompted by the construction of

a 32 story federal government office tower which will include a new courtroom facility. Because of an existing agreement between the city and federal governments, the present Federal Courthouse property will be that of the city's once the new structure is completed in 1977. Therefore, this additional land will give the city a total of 138,271 square feet or 76.6% of the entire block.

The remaining 23.4% of the block is owned by various commercial concerns. The structures on this land vary in age, but are predominately one or two story commercial structures bearing no historical significance according to the Coolidge Survey of 1965 and the Urban Design and Historic Preservation Survey of 1974. The sketch on the following page represents the character of these structures.

Because none of the retail stores of this site are major generators of business, and none of the structures are considered valuable in a historic preservation sense, the likelihook of the city obtaining these parcels through eminent domain policies is viewed as favorable. This land, combined with that which is already owned by the city, would give the city adequate space to consolidate her fragmented facilities and to allow for future expansion.

PRESENT SITE

SITE ENVIRONMENT

The area surrounding the site is another factor to consider, for a building must not only be located according to its own needs, but also respect the needs of those structures it is located next to.

To the north directly across from city hall, is the largest and newest development, Jefferson Square. This development, which can be seen in the character sketch below, has not only introduced a large quantity of office space, but also a parking garage accomodating 400 automobiles.

On Main Street to the east of the site, are a group of two story commercial structures similar to those located on the site. These structures, housing

small shops and businesses indicate that at this point the commercial core is beginning to fade into the strip commercial patterns which occur further up Main Street.

The Laurel Street side faces more commercial structures, Sidney Park Methodist Church, and a municipal parking garage which can presently handle 360 automobiles.

Last, the west end of the site faces Assembly Street which serves as a border of the central business district. Beyond it is the new U. S. Post Office and a large open space, Seaboard Park. This space was one of the first "parks" in Columbia, born by accident, because its topography did not conform to the surveyors gridiron pattern.

TRANSPORTATION

Transportation aspects concerning the city hall location are important, as has been pointed out earlier. The proposed site is especially suitable in this respect. Located within the central business district, accessibility is facilitated by major traffic arteries bordering the district. The one-way street system, another development from the COATS plan, also facilitates traffic flow. It is worthwhile to note, that the improvements in the transportation network, with exception of Assembly Street to the west, do not intersect the site, which could possibly disrupt pedestrian traffic if the site were barracaded behind large traffic arteries.

The only form of public transportation in Columbia is the bus lines. Though privately owned and maintained, this service has routes throughout the urbanized area, bringing those that can not drive access to and from the central business core. Once the Main Street improvements have been made, buses will no longer

use Main Street as a route, but will provide access to the core by means of the crossing streets.

PARKING

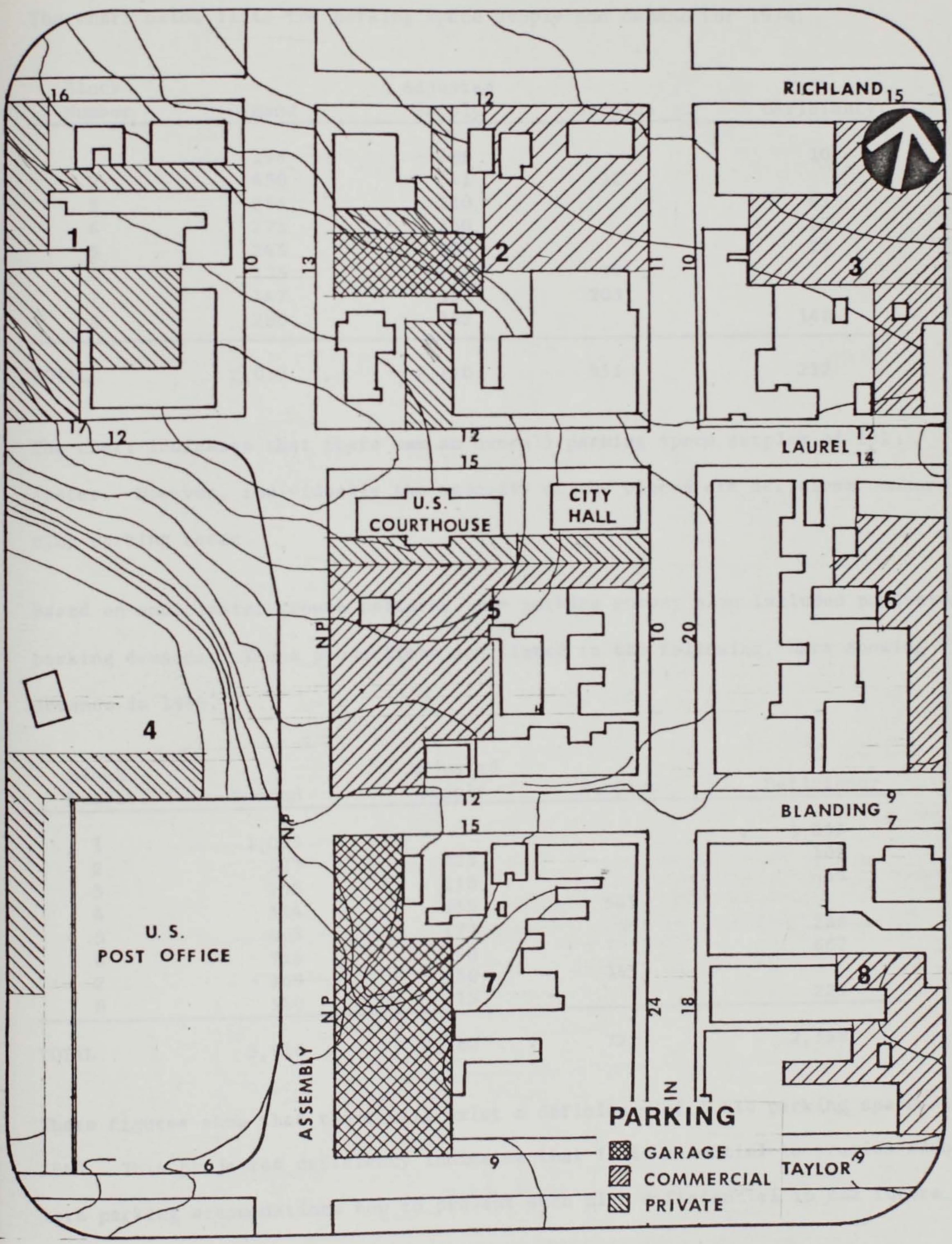
Equally important to transportation concerning an accessible location is parking, because even the best location is pointless if the public has no reasonably close place to park. Therefore, an examination of the parking conditions will be made based on information obtained from a recent area parking survey by Wilbur Smith and Associates, a consulting engineering firm in Columbia.

The area to be studied is the nine block area indicated on the following page. This map shows both the amount and location of available parking spaces in this area. Nine blocks with the site in the center, were chosen because, according to the parking survey, the average visitor to the downtown area only walks 386 feet to his destination. This distance is just under the average length or width of a city block. The following chart indicates both average walking distances and trip purpose.

Trip Purpose	Shopping	Business	Work	Other	Total
Percentage of Visitation	28.8%	31.3%	26%	13.9%	100.0%
Average Walking Distance (in feet)	313	323	527	286	386

[1]

As indicated, all the trip purposes, except work, generally have available parking within a city block. This standard only reenforces the need of adequate parking within a reasonably short distance.


RICHLAND
LAUREL
BLANDING
U.S. COURTHOUSE
CITY HALL
U. S. POST OFFICE
PARKING
GARAGE
COMMERCIAL
PRIVATE
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24
NP
ASSEMBLY

The chart below lists the parking space supply and demand for 1974.

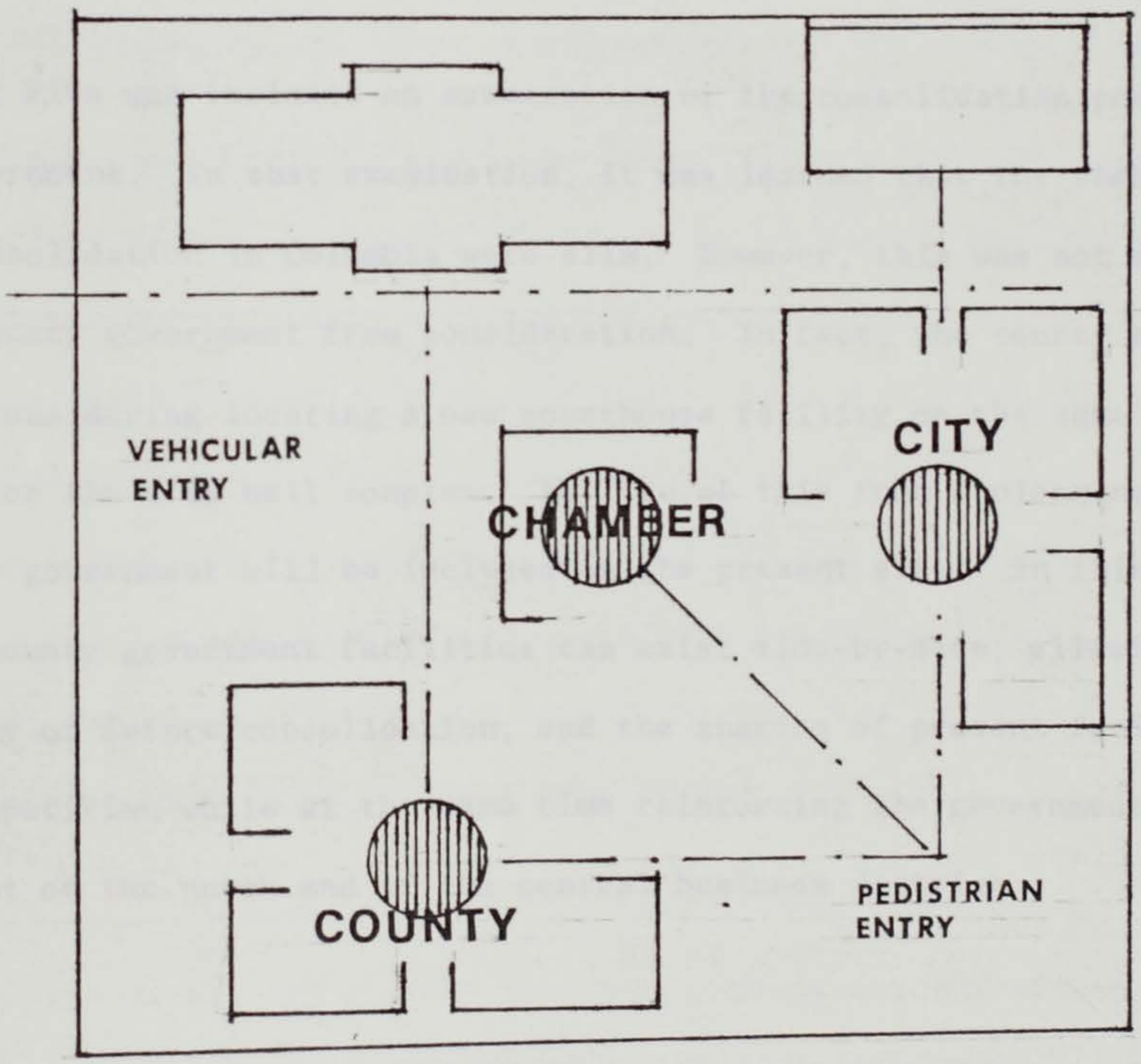
Block Number	Demand	Adjusted Supply	Surplus	Deficiency
1	196	186		10
2	450	541	91	
3	255	210		45
4	273	260		13
5	243	227		16
6	175	214	39	
7	147	350	203	
8	280	132		148
TOTAL	2,019	2,120	333	232

The chart indicates that there was an overall parking space surplus of 101 spaces. However, individually the majority of the blocks are deficient concerning parking needs.

Based on anticipated growth patterns, the parking survey also included projected parking demands. These projections are listed in the following chart showing demands in 1985.

Block Number	Demand	Adjusted Supply	Surplus	Deficiency
1	1,033			1,033
2	527	425		102
3	255	210		45
4	314	855	541	
5	463	177		286
6	715	48		667
7	169	350	181	
8	340	115		225
TOTAL	3,816	2,180	722	2,358

These figures show that there will exist a deficiency of 1,636 parking spaces in 1985. This projected deficiency indicates that it is essential to provide adequate parking accomodations now to prevent such high deficiencies in the future.



SITE CONCEPT

INTRODUCTION

The organization and utilization of the facility on the site is based on the influences just discussed. However, before the site concept is discussed, one aspect should be brought out which has considerable bearing on the site development.

In Chapter Five was included an examination of the consolidation possibilities of local government. In that examination, it was learned that the chances of city/county consolidation in Columbia were slim. However, this was not meant to exclude the county government from consideration. In fact, the county at present is strongly considering locating a new courthouse facility on the same site as that selected for the city hall complex. In lieu of this from a planning standpoint, the county government will be included on the present site. In this manner, both city and county government facilities can exist side-by-side, allowing for the possibility of future consolidation, and the sharing of present facilities to prevent repetition while at the same time reinforcing the government complex development at the north end of the central business district.

SITE CONCEPT

The site is organized in the manner shown on the map on page 74. The placement of the city and county structures was dependent on its relationship to three major elements. These elements, the council chamber, the existing buildings on the site and the public and their relationships will be discussed below.

The key element to the entire site organization is the council chamber, which has been separated from the city hall structure and placed in the center of the site. This movement achieves two main points. Firstly, the separation of the council chamber, the symbolic head of city government, from the city hall body established a direct visual and physical link with the general public. Secondly, by placing the chamber in the center of the site, it can be readily incorporated for use by the proposed county development, thereby establishing an important link between city and county governments as well as eliminating the expense of constructing separate facilities for both governments.

The second elements are the two existing buildings on the site, which are the federal courthouse and the present city hall. These two structures are of architectural and historical significance, and thus, are to be adapted for use by the two government bodies. The present federal courthouse, for its size and use would provide an excellent home for the proposed county courthouse. Not only would the public benefit from the preservation of a structure with architectural and historical significance, it would also benefit from a savings of tax dollars which would otherwise have to be spent on a new facility. Also, this proposal would allow room on the site for the county administration, to relocate there in the future. The present city hall building is of at least equal

significance to the federal courthouse and should likewise benefit from adaptive use. Though it should be retained by the city, it is felt that no department directly related to the city hall structure should remain there. The building would serve the community better if it were restored to its original design, creating a museum/exhibition space for the public. The upper levels should retain its office character, housing a city organization such as the Historic Landmark Commission.

The third element is the public who must visit the complex. This element of public accessibility must be broken down into two categories, one pedestrian oriented and the other, vehicular.

The largest source of pedestrian traffic comes from the south along Main Street, the commercial core. Also, at the same corner of the site, two of the linking streets in the proposed Urban Design and Historic Preservation Plan intersect. These two influences, combined, dictate the placement of the main pedestrian entry plaza at that point. This plaza thus becomes the major activity space from which the city, county, and chamber structures are directly accessible.

Vehicular orientation, on the other hand, has been dictated by Assembly Street, the major traffic artery which borders the site on its western side. Because this artery serves the largest number of motorists in the area and because of potentially good views toward Columbia's once important riverfront to the west, the site was left open to maintain the important visual contact between the public and the council chamber. Incorporated in this same orientation is a drop-off area for passengers, facilitating vehicular access to the complex. Due to the need of parking facilities, a structure is recommended to be located across Assembly Street on the site of the former U.S.O. Building. This facility would serve both visitors to the government complex as well as shoppers to the commer-

cial area.

These elements and their relationships provide the basis of the site concept. Pedestrian flow is directed from the street periphery inward by a series of plazas which provide direct links between the various elements that compose the government complex. This series of linking plazas is culminated by the high plaza upon which the council chamber presides. The linked plazas thus provide a processional type approach to the council chamber as well as elevating the chamber to maximize its visual access to the city. Referral to the Appendix will reveal these relationships more clearly.

One last note concerning the site concept should be made. Because of the time intervals between construction of the city and county facilities, implementation of the total scheme as it has been discussed above can most successfully be achieved through phasing. Phase One would entail the largest amount of construction including the pedestrian and vehicular entry plazas, the high plaza, the council chamber and the city hall facility. Also during this phase, a temporary park area would be incorporated in the same space designated for the county complex. This park would provide a functioning space for the present, while at the same time reserving the land for its specified future use. Again, attention to the Appendix is suggested.

SPACE DEVELOPMENT

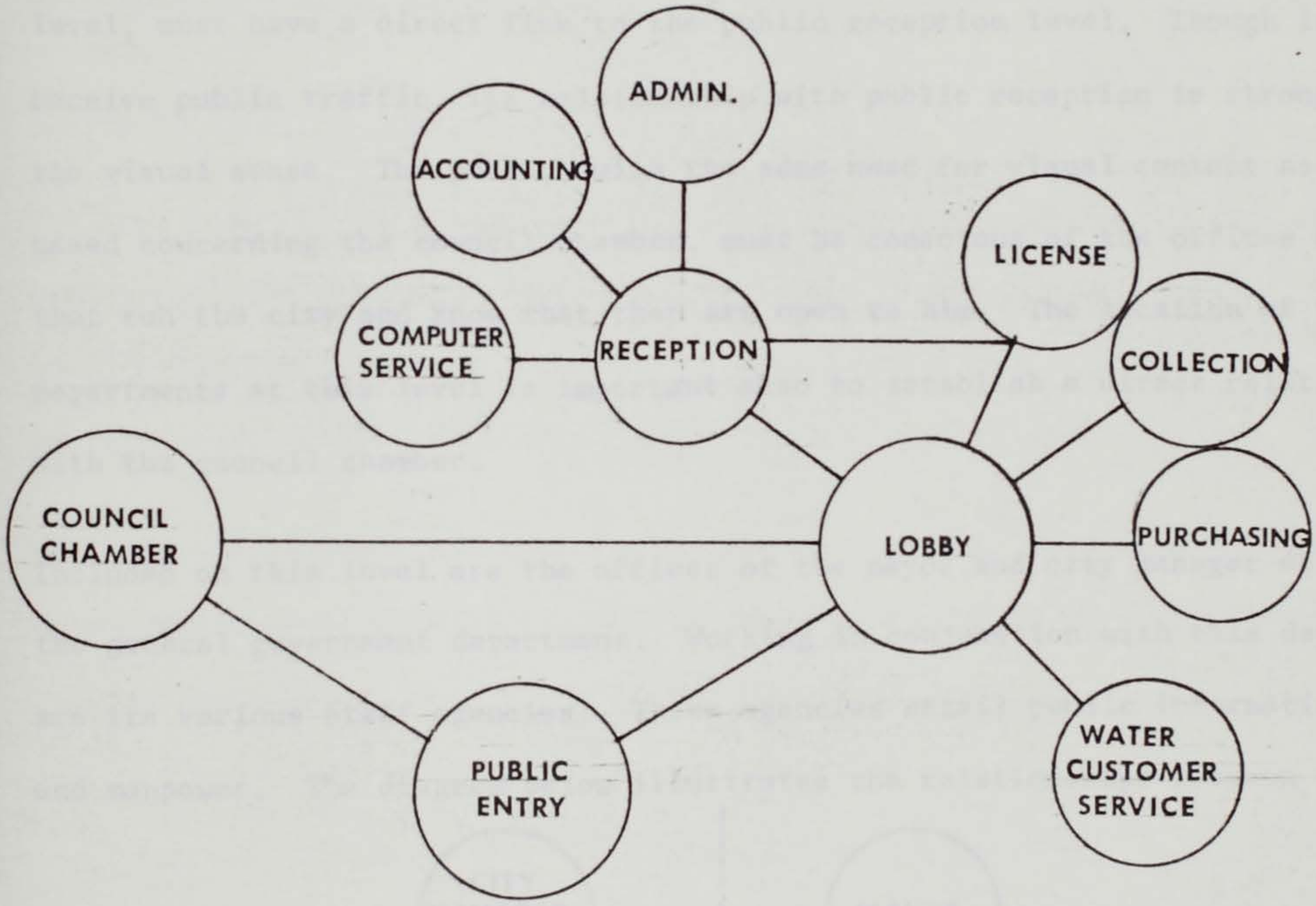
GENERAL

The concept involved in the general space design of the city hall structure is comprised of a series of levels, where each level serves a particular function, different from the other levels, and yet, based on an orderly progression of the varying functions. Three of the four functions utilized were those established in Chapter Two. These levels are the public service level, the administration level and the municipal function level. The fourth level, the public reception level, was introduced in response to site considerations. These four levels are organized around a vertical central lobby area which not only unites the four levels but also provides a source of natural light throughout the central lobby space. On the lower levels, this lobby space opens directly onto the main pedestrian entry plaza, thus creating a strong visual link and facilitating pedestrian movement. In this same respect, other entry points were oriented visually from this central lobby area better defining circulation paths into the facility as well as creating axial links to the other elements on the site. Below, the sequential relationships among the different levels will be discussed. These same relationships are graphically illustrated on page 62, and illustrated in detail in the Appendix.

PUBLIC SERVICE LEVEL

The first level, the public service level, is located on the lowest level. It is entered from the main entry plaza, located a half level above it. This level is linked directly to the council chamber providing sheltered access to the council chamber as well as the proposed county facilities. The public service level contains those departments that deal directly with the public which is

beneficial in several respects. For example, locating the most frequently visited departments on the ground level reduces circulation conflicts and thus facilitates the various business matters for both visitor and employee. The departments located on this level are the Finance Department and the Water Customer Service Department. The figure below shows the conceptural layout of these



PUBLIC RECEPTION LEVEL

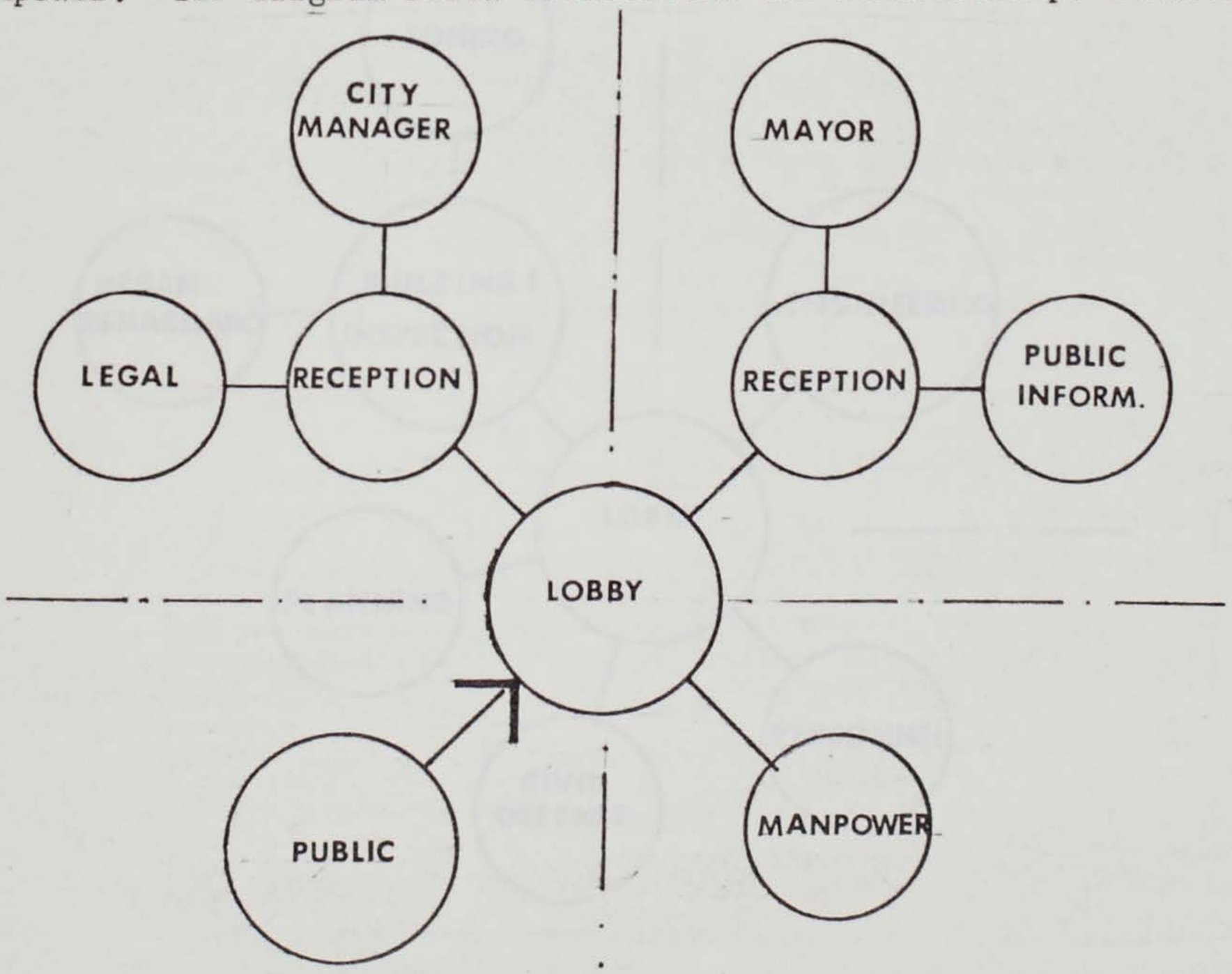
The second level, the public reception level, is, in essence, a continuation of the upper plaza level. It is primarily open space, sheltered only by the two levels above it. It serves as a major collector for visitors since it is linked directly to pedestrian movement systems on all four sides. The open quality of this level not only provides a sheltered interaction space constantly usable, but also opens the interior elements of the site to visual contact. Though this

level houses no functioning department of city government, it is important as a circulation node, directing pedestrian movement through the site.

ADMINISTRATION LEVEL

The third level is the administration level which, similar to the public service level, must have a direct link to the public reception level. Though it does receive public traffic, its relationship with public reception is stronger in the visual sense. The public, with the same need for visual contact as discussed concerning the council chamber, must be conscious of the offices of those that run the city and know that they are open to him. The location of these departments at this level is important also to establish a direct relationship with the council chamber.

Included on this level are the offices of the mayor and city manager which form the general government department. Working in conjunction with this department are its various staff agencies. These agencies entail public information, legal and manpower. The diagram below illustrates the relationships between these

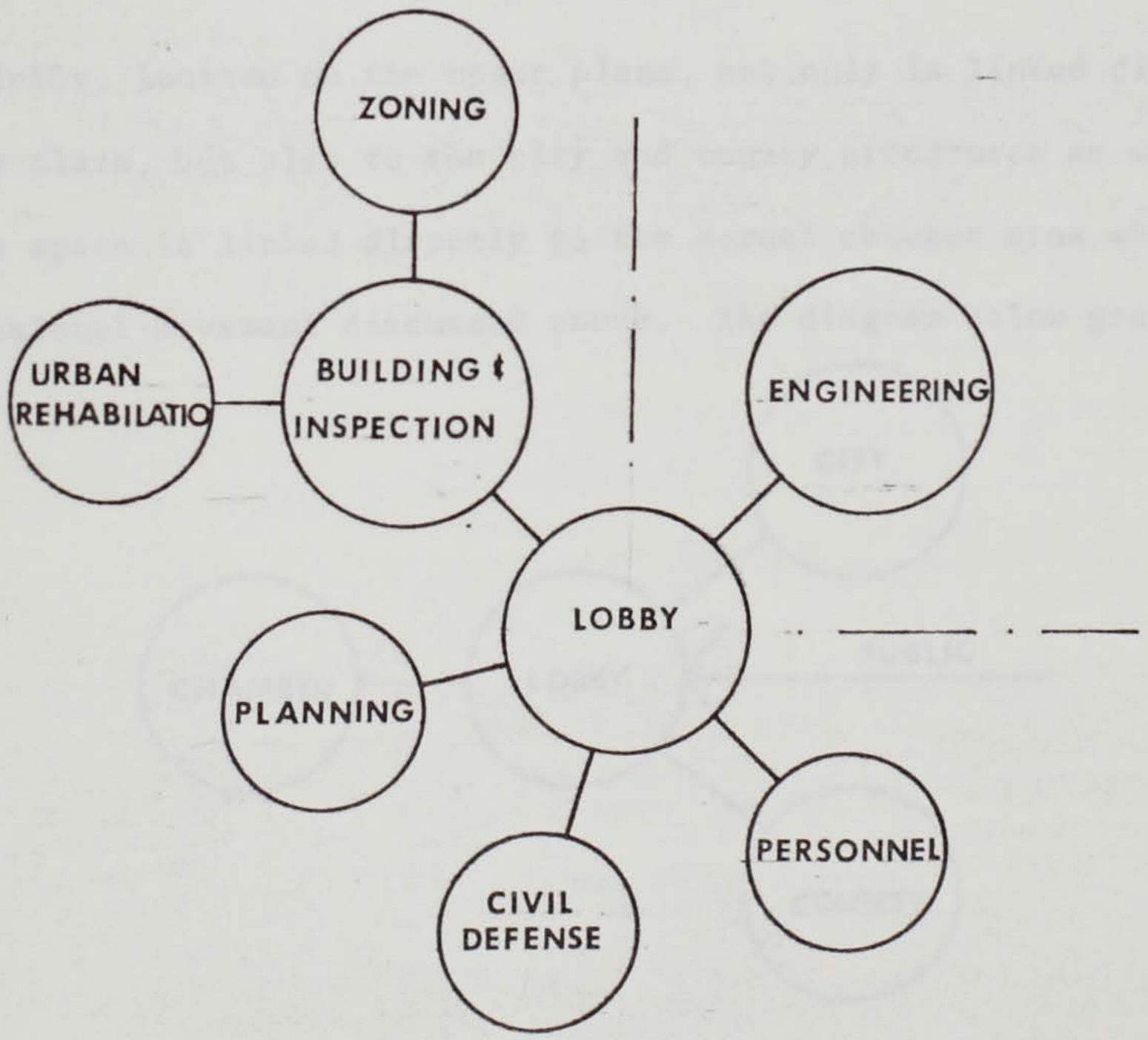


departments. Two points are in need of discussion. First, the general government department was split to emphasize the difference between the working oriented office of the city manager and the more prestigeous, ceremonial oriented office of the mayor. Second, the Personnel department was not located on this level, as it was felt inappropriate in locating an employee-oriented department on a public-oriented level.

MUNICIPAL FUNCTIONS LEVEL

The last level is the municipal functions level, containing those departments within the city government that receive little if any public traffic. This level essentially is employee-oriented containing departments which perform the daily routine functions of city government.

Located on this level are the departments of planning, building and inspection, engineering, civil defense and personnel. The diagram below illustrates the basic orientation of the various departments.

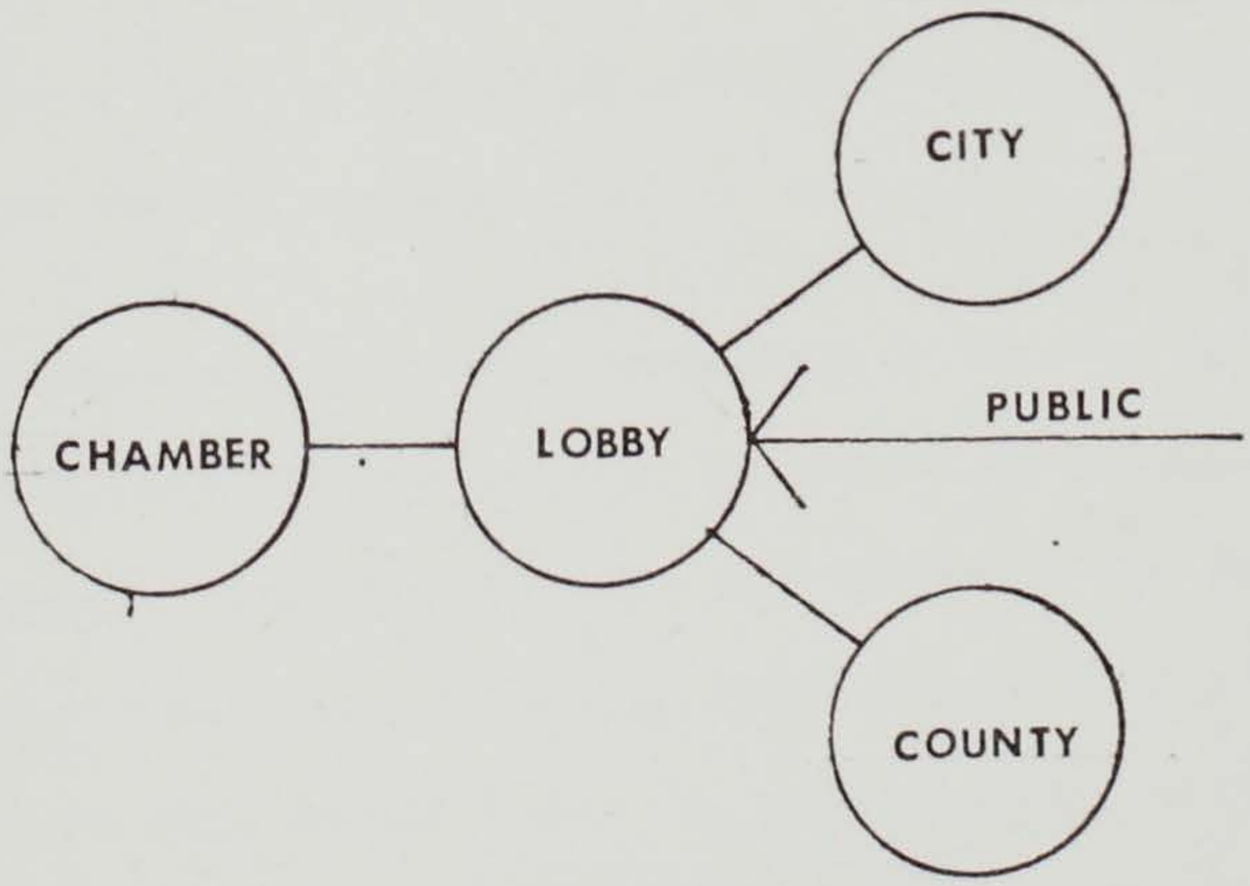


COUNCIL CHAMBER

Discussion, thus far, of the council chamber's orientation has been from an external standpoint, establishing its relative location with the other elements on the site. Equally important are the interior relationships of the structure for both its internal order and its connection with the other structures on the site. Therefore, the internal organization of the council chamber will be discussed below in concept. A more detailed examination may be made in the Appendix where the physical interpretation of this concept is illustrated.

The council chamber, the unifying link of the proposed government complex serves the complex best as a bi-level structure. The main entry is on the upper plaza level, oriented to the southeast, thus facing the source of the major pedestrian flow into the complex. This orientation creates a processional effect on pedestrian movement, starting from a low reception plaza, which steps up to the main entry plaza and culminates at the council chamber on the upper plaza.

The main lobby, located on the upper plaza, not only is linked directly to the main entry plaza, but also to the city and county structures as well. Internally, this space is linked directly to the actual chamber area which terminates the processional movement discussed above. The diagram below graphically



illustrates these relationships.

The lower level of the council chamber, linked vertically to the main lobby, contains several public/community oriented areas. This relationship increases the structures potential uses allowing for more flexible adaptation to the community's needs. The orientation of this level to various community activity thus increases public participation in government operations.

Directly below the main lobby is a public exhibition area. This space also serves as the nodal point for the various movement systems along the lower plaza level. More specifically, it is linked directly to the city and county facilities, the automobile oriented plaza to the west and the proposed parking facility across Assembly Street. These links, unlike those on the upper plaza, are covered, thus providing shelter during inclement weather. The diagram below illustrates these relationships.

SUMMARY AND CONCLUSIONS

This report has concerned itself with the city government in Columbia. Research into this subject has revealed the need for the reorganization of the present structure into a centralized facility. This would enable the city government to operate more efficiently as a single unit rather than as it exists in its present decentralized state. Thus, subsequent attention to the city government structure was directed toward the development of a centralized municipal government facility.

However, the centralization of government departments is important in aspects other than efficiency of operation. For example, a centralized facility is important in regards to public accessibility. Located in the central business district, the complex becomes more convenient for use by both the public and businessmen, reducing or eliminating unnecessary trips by car. Its location in the commercial core thus becomes a generator of people giving strength to the surrounding commercial and service facilities, benefiting from them as well.

Finally, a facility of this nature can and must have a strong impact on the development of the entire city. The structure, in essence, is a reflection on the organization of the city it serves, and therefore, it should present a feeling of strength and unity. In turn, a feeling of confidence and security would develop throughout the general public, creating a more harmonious and imageable relationship between the citizen and his city.

These three major considerations have formed the direction of design development in this study of the municipal government structure in Columbia. Though these three major issues were not the only ones considered in the development of this facility, they are the most significant. These issues thus establish a foundation for the design of this facility and its relationship to the entire city.

APPENDIX

INTRODUCTION

The physical interpretation of the proposed reorganization of the municipal government structure in Columbia is included in this Appendix. These charts, diagrams, and drawings have attempted to address the issues brought forward in this study, to achieve those elements necessary for the success of this facility, both internal and city wide. Technical data relating to the following design is also included.

SPACE ALLOCATIONS

The following chart indicates the square footage breakdown of the proposed city government facility.

SQUARE FOOTAGE BREAKDOWN

City Hall	
Public Service Level	21,000
Public Reception Leval	5,480
Administration Level	12,605
Municipal Functions	16,067
TOTAL	55,152

Council Chamber	
Upper Plaza Level	5,300
Lower Plaza Level	44,241
TOTAL	49,541

BUILDING CONSTRUCTION

The proposed structure was designed, utilizing a poured-in-place concrete system. Based on a twenty foot grid, a two-way waffle slab system was used to both reinforce the issue of strength and permanence, and to facilitate the

cantilevering of the larger, upper levels, while maintaining an economy of vertical structural elements necessary to support the facility. The cantilevering not only accomodates the larger levels but also provides a screen from direct sunlight thus reducing heat gain during the long summer periods, lowering the demand which would otherwise be placed on the complex mechanical systems.

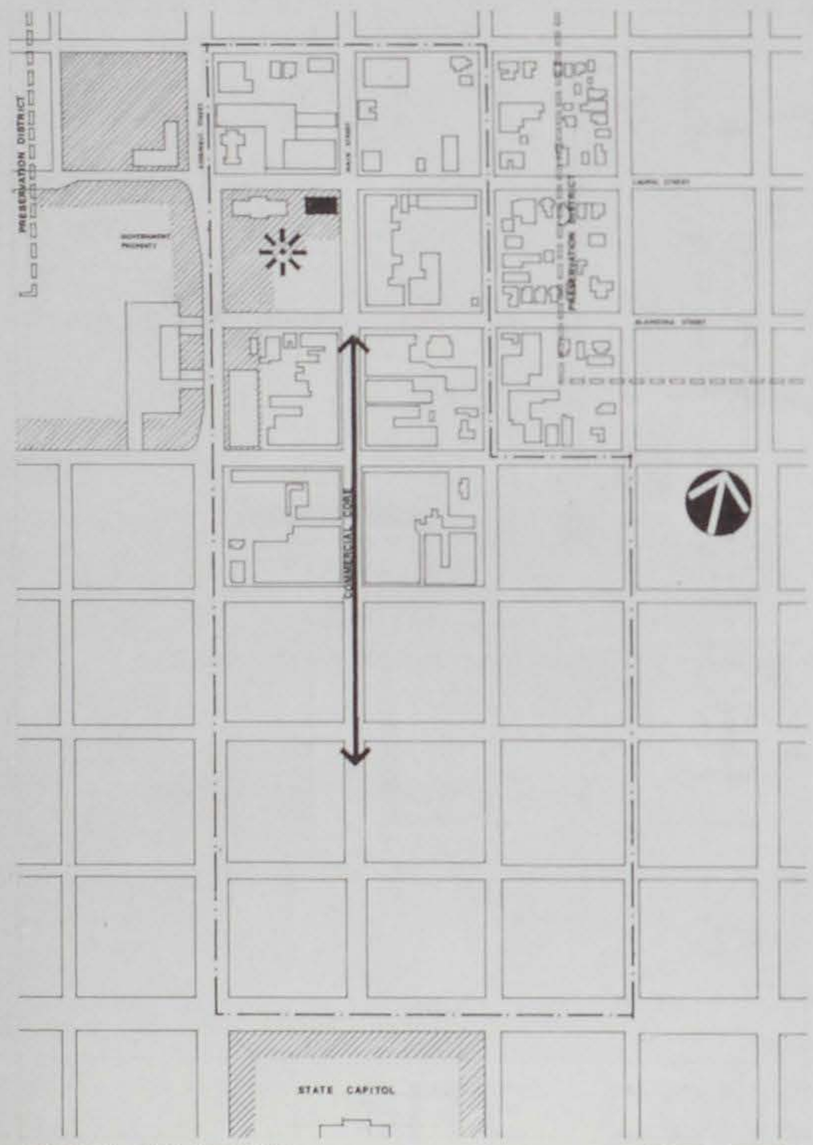
BUILDING COST

Though an itemized cost estimate is not included in this study, a point concerning this issue is in order. The nature of a public oriented building involves a different regard to cost considerations as compared with a private, commercial structure. Consideration of this issue should be directed at two objectives. First, the building, since it is built by the taxpayers money, a concern for economy of design and materials must be regarded closely. Second, inferior materials and the minimazation of space should not be utilized to attain economic restrictions. The nature of the structure demands the use of durable, long lasting materials which in the long run generally proves to be more economical.

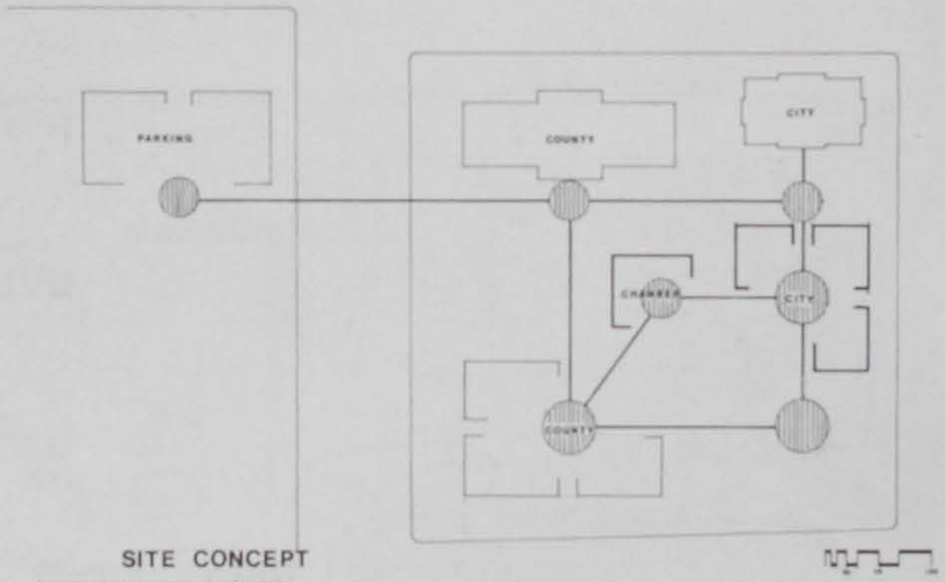
COLUMBIA GOVERNMENT CENTER

A FACILITY FOR
COLUMBIA, S. C.

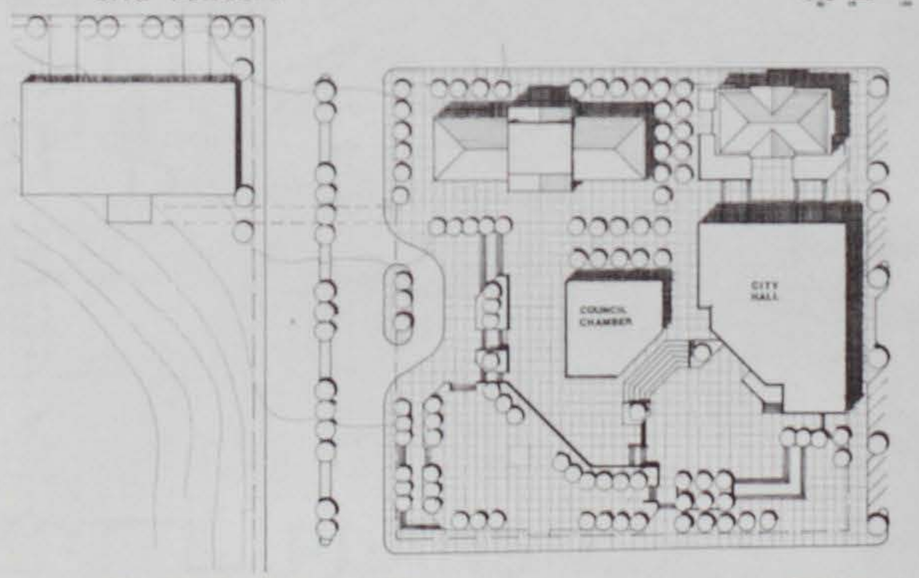
CHRISTOPHER E. COFFIN
TERMINAL PROJECT



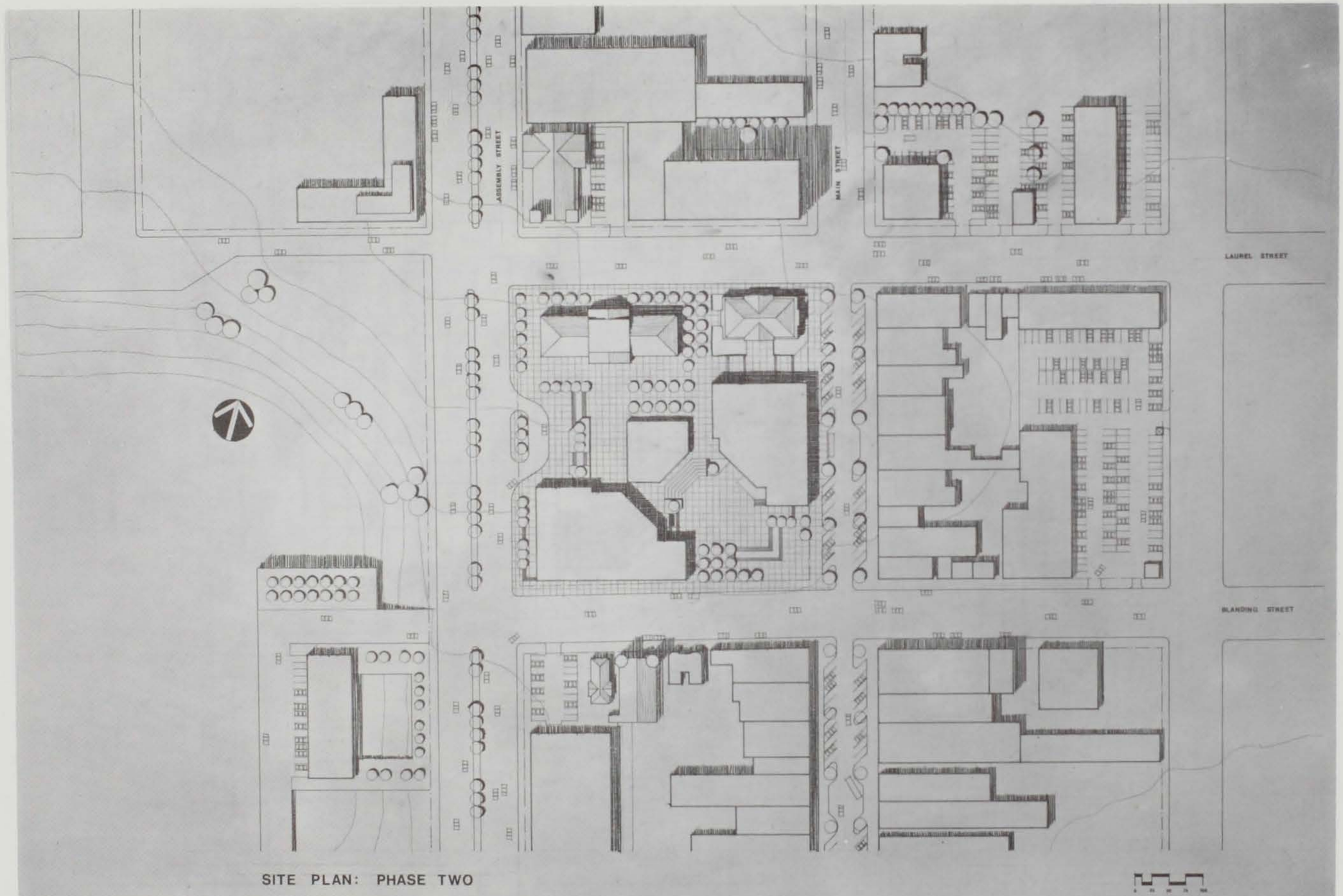
DESIGN INFLUENCES



SITE CONCEPT

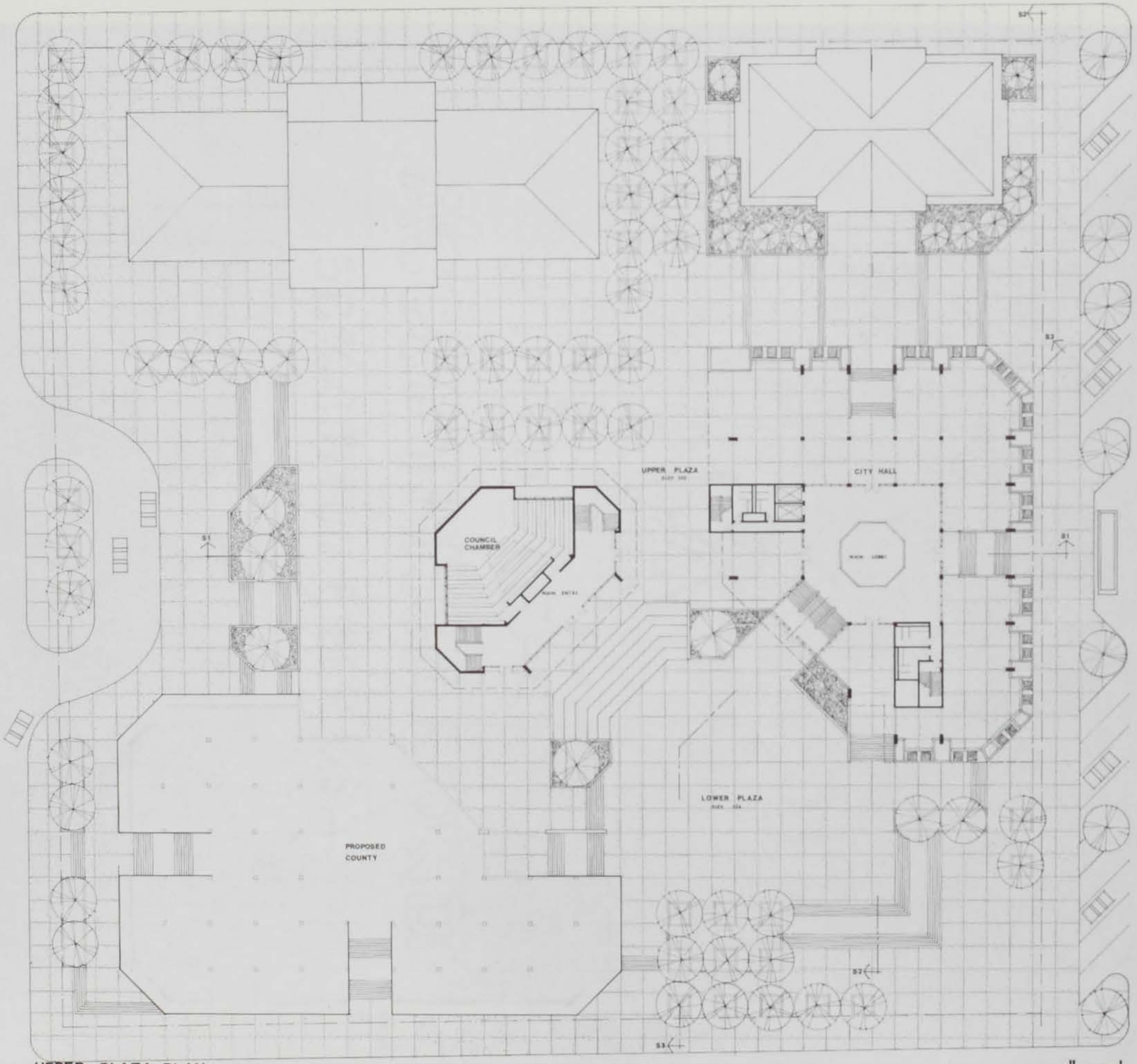


SITE PLAN: FIRST PHASE



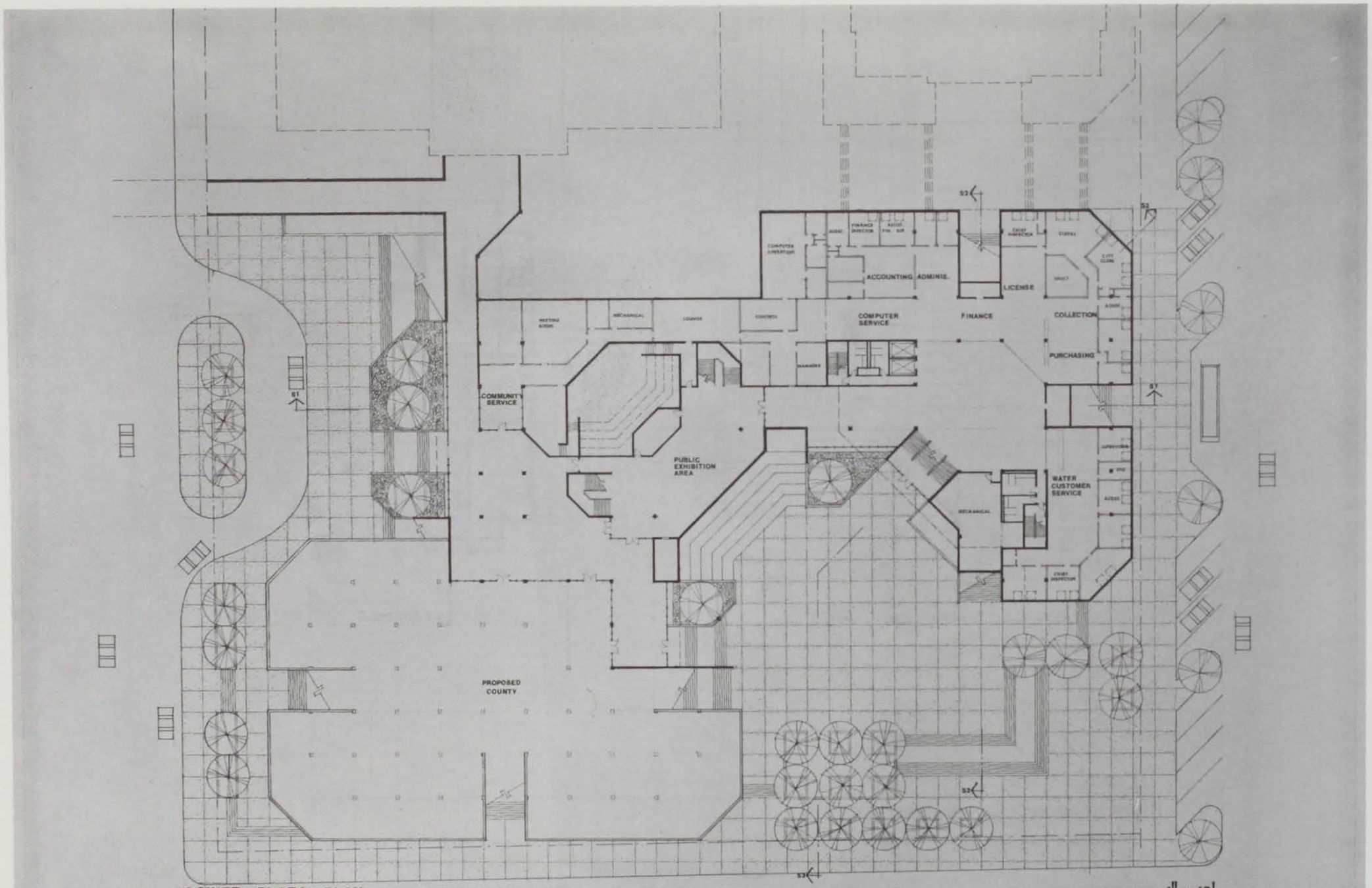
SITE PLAN: PHASE TWO

SITE CONCEPT & PLANS



UPPER PLAZA PLAN

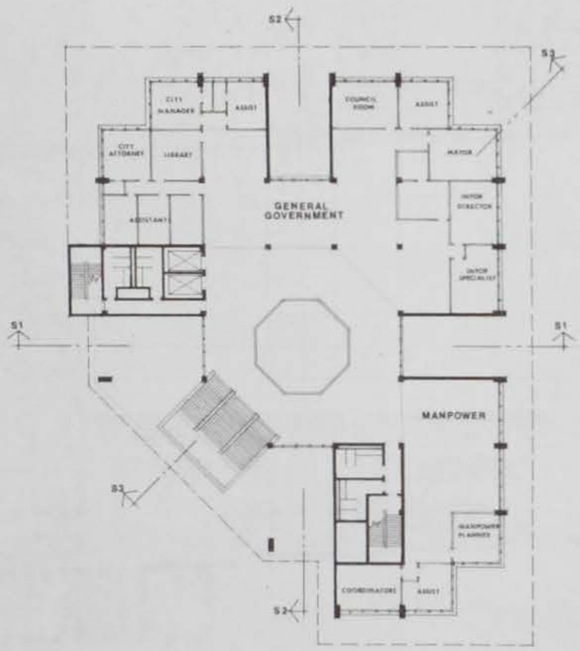
1" : 16'



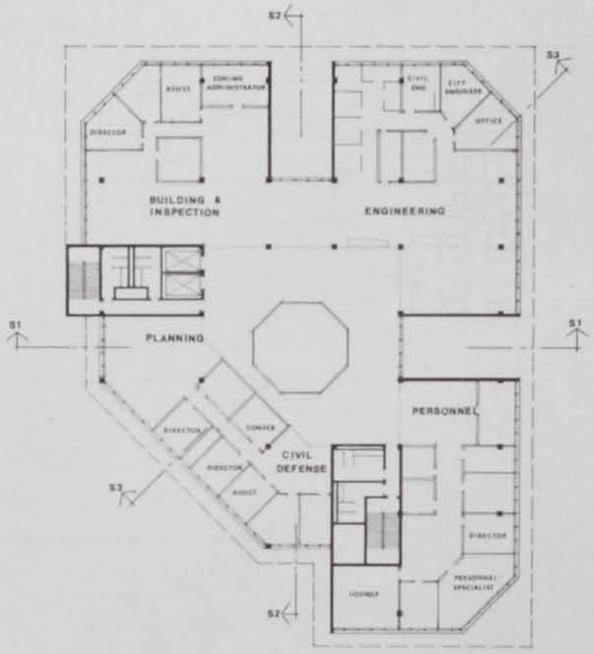
LOWER PLAZA PLAN

1" : 16'

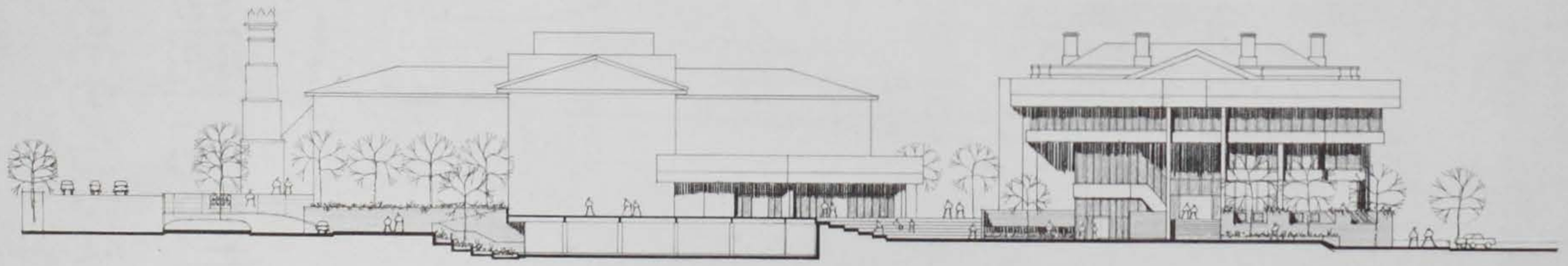
PLAZA PLANS



LEVEL THREE : ADMINISTRATION

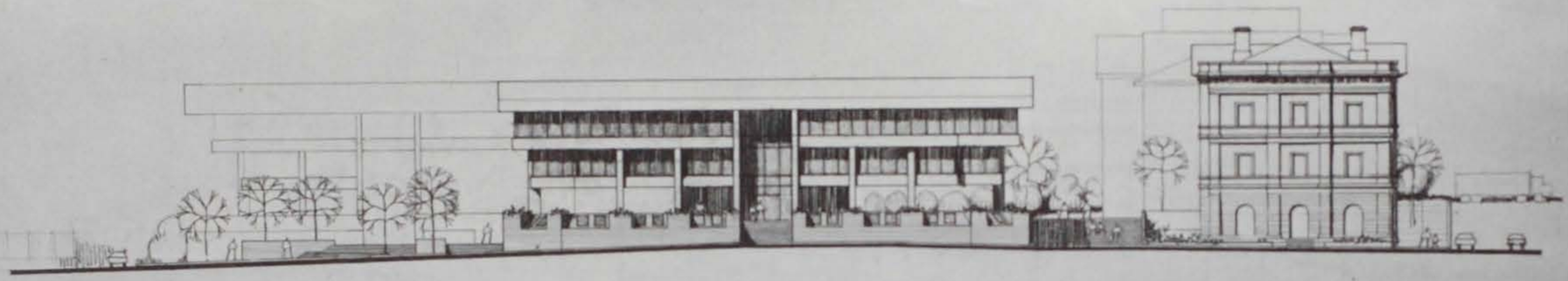


LEVEL FOUR : MUNICIPAL FUNCTIONS

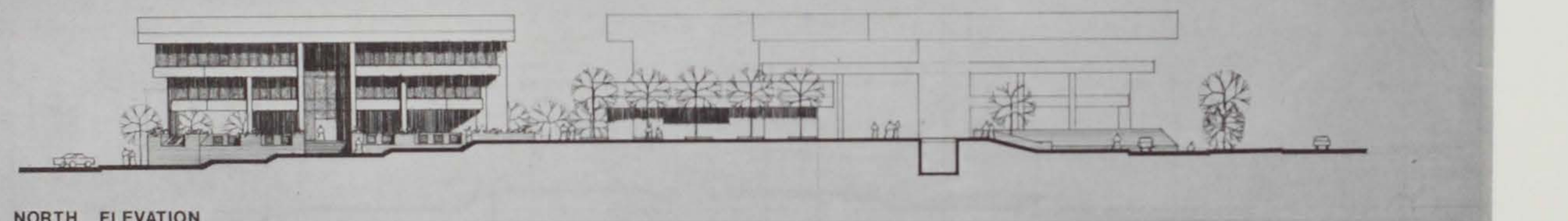


SOUTH ELEVATION

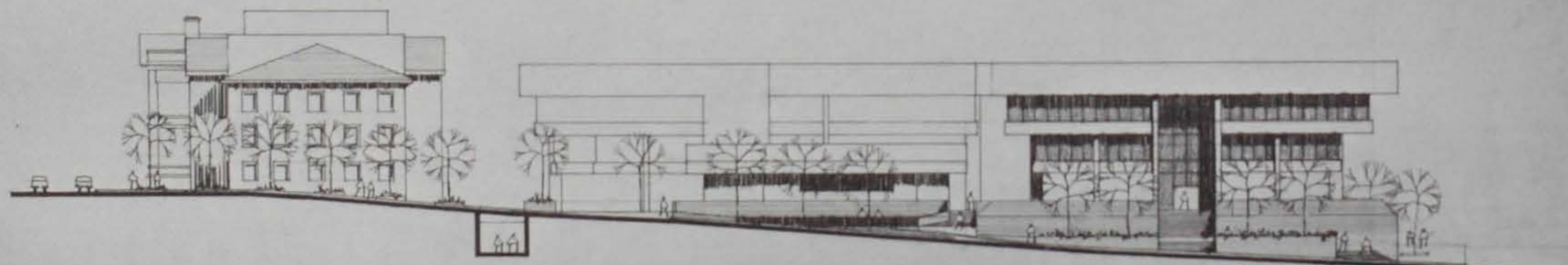
1" : 16'



EAST ELEVATION



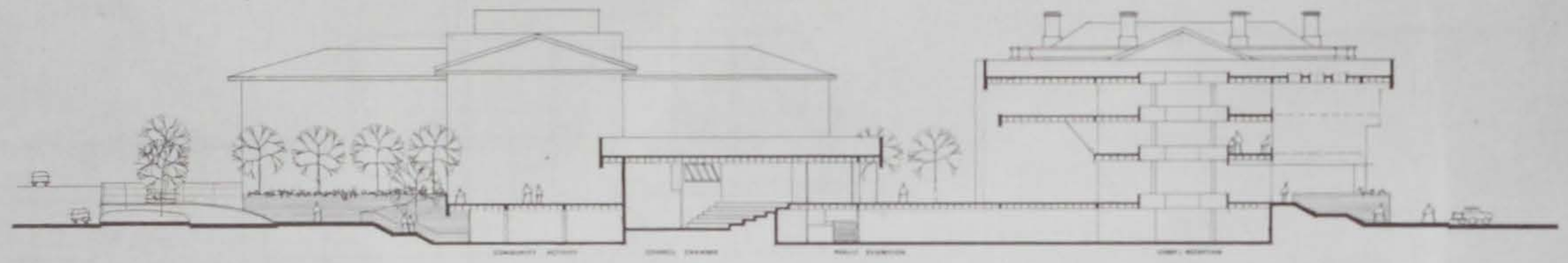
NORTH ELEVATION



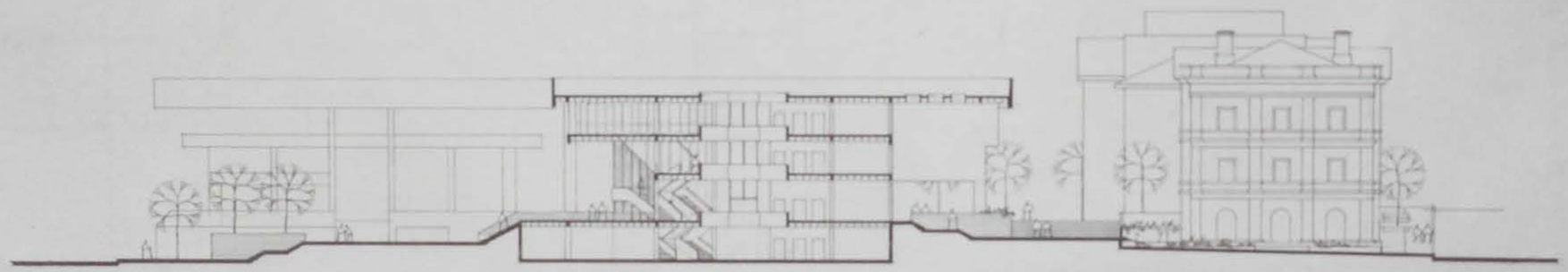
WEST ELEVATION

1" : 16'

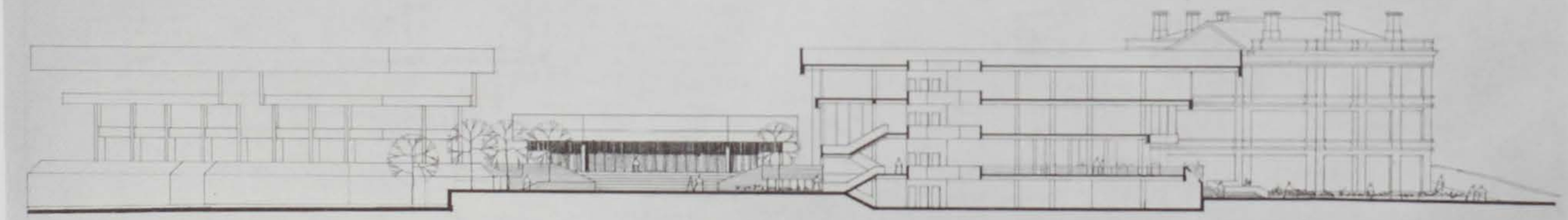
OFFICE PLANS & ELEVATIONS



SECTION ONE

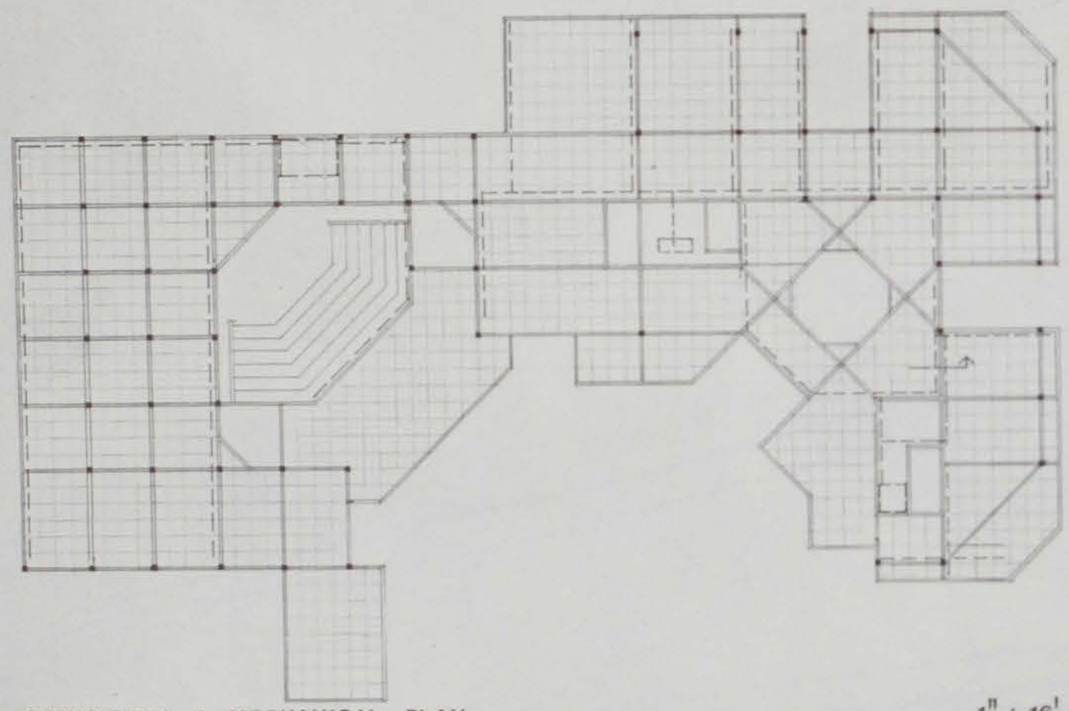


SECTION TWO



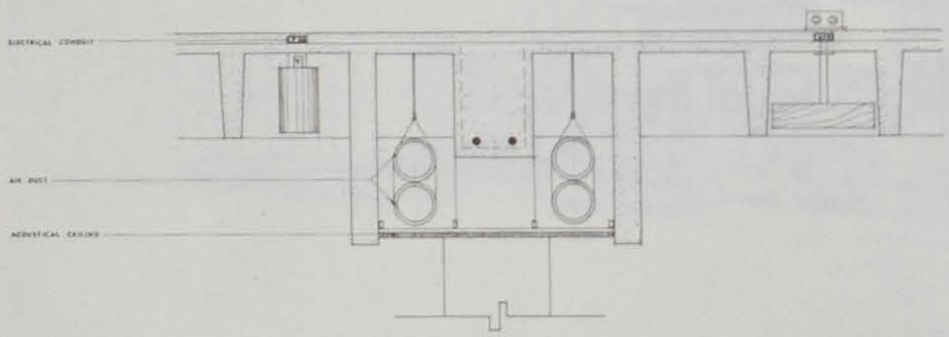
SECTION THREE

1" : 16'



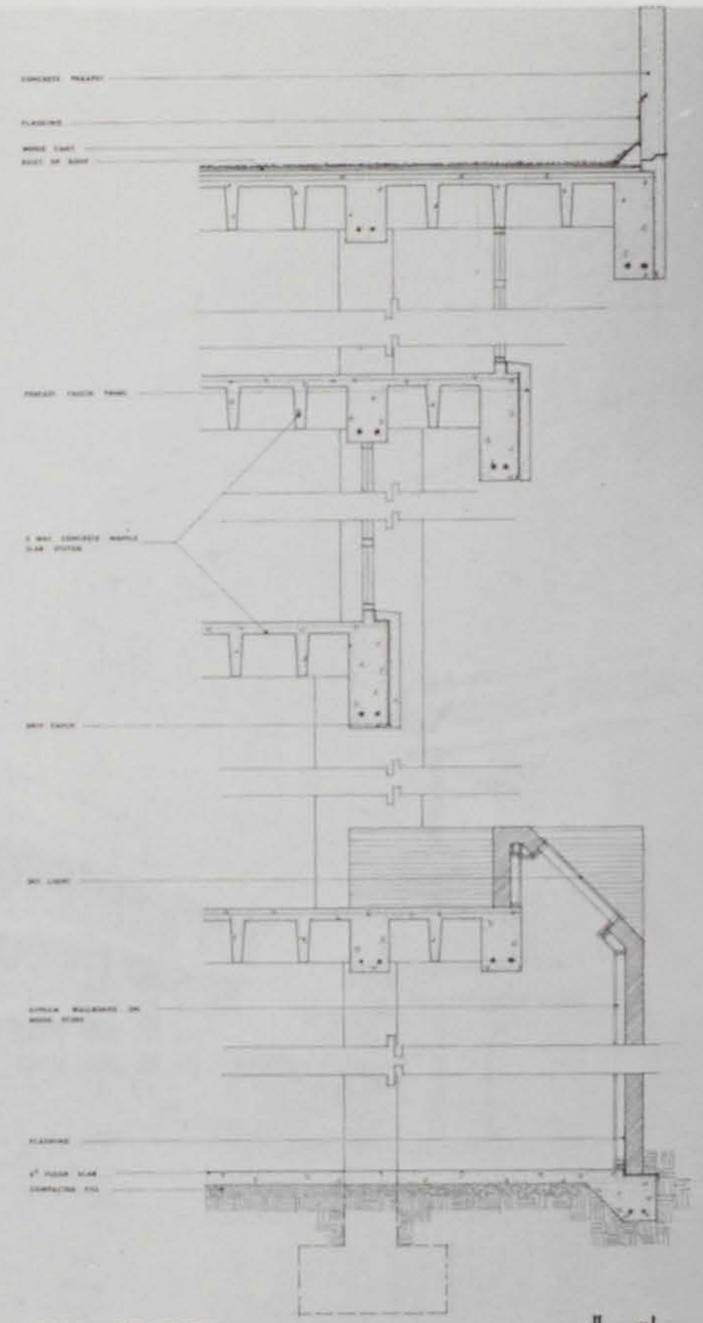
STRUCTURAL & MECHANICAL PLAN

1" : 16'



DETAIL

1": 1'



WALL SECTION

1" : 2'

SECTIONS & DETAILS

PERSPECTIVE

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